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UNITED STATES DEPARTMENT OF AGRICULTURE
Bureau of Agricultural Economics

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CLIMBING TOWARD SECURITY

BY

RACHEL ROWE SWIGER and OLAF F. LARSON
Social Scientists

Washington, D. C.
November 1944

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Previous reports based upon this experiment issued by the Bureau of Agricultural Economics and the Farm Security Administration are as follows: Conrad Taeuber and Rachel Rowe - Five Hundred Families Rehabilitate Themselves, February 1941. Rachel Rowe Swiger and Conrad Taeuber - They Too Produce for Victory, March 1942. Rachel Rowe Swiger and Conrad Taeuber - Solving Problems Through Cooperation, March 1942. Rachel Rowe Swiger and Conrad Taeuber - Ill Fed, Ill Clothed, Ill Housed - Five Hundred Families in Need of Help, April 1942. Rachel Rowe Swiger and Olaf F. Larson, Yesterday, Today and Tomorrow - Five Hundred Low-Income Farm Families in Wartime, March 1943.

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CLIMBING TOWARD SECURITY

By Rachel Rowe Swiger and Olaf Larson, Social Scientists

INTRODUCTION

The importance of little common-sense things in the process of helping people to help themselves is the essence of this report. A 4-year period of an experiment to rehabilitate a group of needy rural families not reached by existing agricultural programs is covered. These families were too poor even to qualify for help under the regular program of the Farm Security Administration designed to help low-income farm families.

New avenues of approach in rehabilitation methods may interest all who are seeking to help families in distress to find a more satisfying way of living. The activities and experiences of these families are described because they are not unrelated to those that must be planned for in the realization of "Freedom from Want" on a world-wide basis.

To develop ways and means of helping extremely poor families toward self-support an experiment was begun by a committee in the United States Department of Agriculture. The Farm Security Administration was assigned the major responsibility. Relatively intensive supervision with a wide latitude for constructive imagination and experimentation were to be provided through well-selected FSA personnel working with limited caseloads. Supervisors were to have wide discretion in the use of grant and loan funds when working with the families. Mental or physical disabilities so serious as to preclude rehabilitation were to be the only reason for failing to admit into the experiment a needy family, below the level of the standard FSA program, and willing to cooperate.

In small areas of ten widely dispersed counties throughout the United States 606 families took part in the experiment. Most of the families were white but some were Negro. Some were Spanish-Americans. A majority of the families had received some form of public relief. Half were farm owners; others were tenants or sharecroppers. Work experience had been predominantly in agriculture but frequently other work had been done. Farms were small, livestock and equipment poor, and incomes restricted. Levels of living were extremely low and a majority of the families were undernourished and handicapped by physical defects. 1/

This report emphasizes what has been learned through this experiment from the time it was begun late in 1938 until the end of 1942. What has happened to these 606 families since 1942 has not been studied. All that has happened has not been a result of the experiment - rising prices for farm products, increased chances to work, and higher wages have helped.

1/ The major problems in the selected counties and detailed data on the characteristics of the selected families are given in the Appendix, p.

On the other hand, the full potentialities of the rehabilitation approach as originally conceived have not been attained because of obstacles to maintaining experimental conditions within the project areas. Turn-over and reduction of supervisory personnel, mistakes in some cases in the selection of supervisors, failure to instruct supervisors fully as to the objectives and methods of the experiment, a certain vagueness of administrative responsibility within FSA for the experiment, and administrative pressures to make grants and loans conform to standard procedure all tended toward nullifying the experiment. In fact, in most of the counties the experimental program tended to merge more and more with the regular standard loan program, as the FSA reduced its personnel and made wartime adjustments.

From this experience, modified though it was, some general principles have been derived concerning rehabilitation measures for helping poverty-stricken rural people to get back on their feet. Generalizations are here given, the rehabilitation tools and techniques used in trying to develop methods of helping the families toward self-support are discussed, and some of the achievements are related.

REHABILITATION LESSONS

Observations made as a result of this experiment should be helpful in future planning of rehabilitation programs. Perhaps the most significant lesson is the importance of doing the little things, which might ordinarily be taken for granted, if the fullest measure of success is to be achieved in helping families in such dire straits as those which these 606 represent.

Lessons Learned

Certain rather definite and useful lessons were learned:

- (1) It is highly important that families who wish to qualify for aid under a program designed for their benefit understand it before they decide to participate, and understand what will be expected of them. They should know what services will be available and how such services can be utilized to meet their needs. Supervisors found that in those instances in which time was taken to establish this understanding the families made the most progress and were the most cooperative.
- (2) More flexible loan and grant procedure is needed when implementing rehabilitation among the poorest families than among those who can qualify for aid under the FSA Standard Loan Program. It is usually necessary to build up the resources of these families through the use of grants before they can be expected to repay even a small loan.
- (3) Supervisors agree that these families should undergo a testing period, before a loan is granted them, by working under a work-grant agreement for at least 6 months. They feel that as the abilities and capacities of families can be rather adequately appraised during this period, more realistic planning can be instituted and false expectation can be minimized.
- (4) It is essential to the success of the family that, first of all they take part in the formulation of plans for their rehabilitation, and second, that these plans be kept strictly within their ability to execute, and be built around some particular interest of the family if this is possible.
- (5) Raising a family's level of living too rapidly or beyond their own standard is detrimental to their progress and ultimate success. This experiment shows that families who acquired conveniences and home improvements through their own planning and endeavor made greater effort to get them and made better use of them than families who acquired them readily or before they expressed a need or wish for them.
- (6) Families who have lived under depressed circumstances for a long time are more likely to need extensive supervision than those whose plight is of recent origin. The fears of such families based on past experiences must be allayed and their confidence must be won before the educational process in their rehabilitation begins.
- (7) Observations made during this experiment indicate that although supervision or educational guidance should be available to the families, it should never be forced upon them. When approached correctly, these families sought guidance, but when an unwise approach was made, retarding behavior problems developed.

(8) Training in simple farm and home tasks has been a chief part of the rehabilitation of these families. Most of them were at first unable to perform simple farm tasks that are ordinarily taken for granted by farm people who are better educated and equipped.

(9) Individual differences in personalities, needs, natural resources, and their status of development necessitate highly individualized methods of approach and follow-up in the rehabilitation of low-income families.

(10) The experimental work made evident that, in areas where considerable clearing or other land improvements had to be made to provide economic farm units, funds had to be provided under a repayment schedule that would give the families more time than was permissible under the regular type of FSA loan. The development of this loan service has given an effective implement for rehabilitation among these and other low-income farm families.

Conditioning Factors

Each family in the experiment has somewhat individualized characteristics, resources, and capacities. Supervisors assigned to help the families varied in training and experience, in personality, and in attitudes. Out of all these differences certain factors appear as being of general importance in conditioning the relative success or failure of an individual family's rehabilitation.

(1) Land.-- A lack of sufficient land to make an economic farm unit is a handicap. Most supervisors feel that even though families so handicapped have made remarkable strides in producing food and adopting better farm and home practices they cannot become self-supporting without enough land to permit a substantial increase in their cash income. In areas where land is not available to round out the farm units, some supervisors have suggested that the establishment of small industries be encouraged, rather than trying to adjust by shifting populations. Most of the project families were reluctant to sell or move away from their farms even though their holdings are too small or too inadequate to provide a decent living. When it was necessary for a family to earn some money off the farm to supplement the meager income, the usual practice has been for the farm operator to find work away from home while his family remained on the farm. Observation of such adjustments leads to the conclusion that when the family unit is thus broken the efforts of the family, as a rule, are not as great as when the members are able to live and work together as a unit. With industrial work near home plus a good live-at-home program and part-time farming, such families, it is believed, could become self-supporting and maintain a much higher level of living.

(2) Managerial ability.-- Supervisors in one or two counties feel that, as a result of deprivations through several generations, the mental capacities of some families remain undeveloped or become dulled to the extent that they will need educational guidance and aid for a longer time than families who have not undergone long-time privations. They believe that such cases require special attention, and that the greatest promise for **their rehabilitation** lies in the development of managerial abilities among the children by providing them with a better living and with schooling.

It has been found that more successful families can often be used to advantage in helping the less fortunate. For example, in one county the A family had little managerial ability but made progress so long as they lived on a farm adjacent to the B family who were good managers. The B family took an interest in the progress of the A family, offered them advice, and exchanged work with them. But after the death of Mr. B the mother and children moved away; since then the A family has made little or no progress. This experience was used by supervisors in that county.

(3) Health.-- Supervisors agree that poor health retards the rehabilitation of low-income farm families. They believe that the process could be well implemented by providing for a complete physical examination of each member of every family before a plan for their rehabilitation is formulated, and by providing adequate facilities for remedial or follow-up work.

(4) Age.-- Some of the families in the program are considerably older than the average project family. They have made remarkable progress in increasing their self-sufficiency and in improving their level of living in general, but as a rule it is believed they will not be able to put forth the long-time physical effort necessary to become entirely self-supporting. For such cases the supervisors think that a plan which would provide old-age assistance plus aid in developing a good subsistence program would be better than one which necessitates full-time farming.

(5) Education.-- Public schools in the project areas as a rule are understaffed and have short terms. Buildings and equipment are poor, and the study courses fall short of the needs and interest of rural youth. For example, at one of the schools, the roof of the one-room building leaked, the windows were boarded up, and the dilapidated stove provided little or no heat for pupils who were unable to find seats nearby. Children seated on make-shift benches, using their knees to write, were being taught penmanship.

The educational needs of low-income rural families are a challenge to those who are responsible for educational legislation as well as to those whose task it is to formulate plans for a nation of happier and better trained people. And unless more adequate school facilities are provided the problems of rehabilitating many low-income farm families will remain unsolved in the present and in future generations.

(6) Isolation.-- In many instances roads leading to schools, churches, and markets, can be traveled only during the summer. Little has been done there in providing better marketing facilities because of the lack of good roads. Such communities call for post-war projects designed to provide work and at the same time to bring educational and religious institutions and recreation facilities within the reach of the isolated and disadvantaged segments of our rural population.

(7) Supervision.-- The aim of all supervisors and personnel working with these families has been to help them toward self-support and to provide opportunities through increased capacities and resources for greater participation in our democracy. The point at which the supervisors and other personnel began to diverge in their thinking was reached when they began to formulate methods and means by which the ultimate goal could be reached.

Factors which most influenced the approach of the different supervisors in working out and executing rehabilitation plans are: (a) The cooperation, understanding, and interest accorded by personnel responsible for the project activities at the National, regional, and State levels, (b) the influence of specialists in various fields, and (c) the training and philosophy of the supervisors.

Administrative personnel apparently failed to recognize the importance, in the rehabilitation process, of understanding human behavior, whereas it became evident that each family must be made to feel that they and their problems are understood by the supervisors. They must be assured, through making the final decision in all their undertakings, that control over their affairs will not be transferred from them to the supervisors. This rehabilitation work made evident great need for training in human relationships. It has been suggested that this need could be met either by the starting of such training in the regular curriculum of schools that are usually attended by farm and home management supervisors or by formulating an adequate interagency training program.

Constant turn-over in personnel has hindered progress in several counties as has the philosophy of some supervisors. The work techniques and philosophy of supervisors who have shown particular skill in leading families to satisfactory adjustments reflect the belief that (a) a family's status at the time it requests help is the result of circumstances, or an accumulation of problems that involve health, environment, underemployment, etc., and (b) there is a reason for all behavior and therefore some solution to all problem situations.

On the basis of this belief supervisors have been quick to assume the responsibility for failure of families to cooperate in carrying out the plans. One supervisor said, "When a family fails to cooperate in carrying out their plans, I feel it is usually my fault in that I've failed to find the right approach. It takes time to win the confidence of some families and to convince them you are sincere in your desire to help - they've been exploited and gypped by so many people, it's no wonder they are suspicious. It's usually some little thing that wins their confidence and makes for cooperation. Take the fellow we talked with back there; winning his confidence and securing his cooperation was a slow job. I tried several approaches but nothing seemed to work. Then one day I started bragging about his dog and taking an interest in his hunting - the very things some of his neighbors had criticized him for. Pretty soon he began to discuss his problems freely and to take an interest in planning ways of getting on his feet. Little by little he began to ask advice as to the best way of doing things and instead of doing much less than his work schedule called for, he did more. I don't know of any family who had as little to start with who have made so much progress. He is respected now by neighbors who formerly called him 'a lazy good-for-nothing dog lover.' Every one of these families needs praise, approval, and sympathetic understanding to give them confidence in themselves and the courage to try new things."

Common characteristics observed among supervisors who have had most success in solving problems which blocked the rehabilitation of the project families are vision, interpretative ability, courage, humility, and patience: vision to see the possibility of rehabilitation, interpretative ability to transfer that vision to both the family and the community, courage to risk their own prestige if a family showed need of working things out in their own way, humility to admit mistakes, and patience to experiment and wait for results.

IMPLEMENTING REHABILITATION

The ultimate goal of the program was to develop in each family the fullest practicable capacity for self-maintenance and social well being. To facilitate progress toward this goal, attention was first focused on work involving the improvement of the depressed economic, health, social, and emotional conditions prevalent among the families at the beginning of the program.

Work Tools

The same tools and facilities were available to families in the experimental program as to those who were receiving help under the FSA standard loan program but these tools were used differently in the two programs.

Supervision.-- There was greater opportunity for more intensive supervision in the experimental program because of the smaller caseloads and the less extended territory occupied by the families. As a rule, in the experimental program one farm and one home-management supervisor was assigned to work with a group of 50 families, whereas, in the standard loan program, one farm and one home supervisor usually service from 100 to 300 families or more. Families in the standard program are scattered throughout an entire county or a large area whereas those receiving aid under the experimental program were usually concentrated in a relatively small area.

Loans and grants.-- The issuance of loan and grant funds to families participating in the regular FSA program is controlled or regulated by administrative procedure. It specifies that grants to any one family during any fiscal year are not to exceed \$50 for each member of the family or a total of \$300, whichever is less.^{2/} When the experimental program was initiated, no administrative procedure was issued regarding the use of loan and grant funds as it was believed to do so would lessen, if not destroy, the experimental aspect. Instead, it was suggested that wide discretion in the use of such funds be permitted in providing for the families.

In the majority of areas this suggestion was readily complied with, but in a few the standard loan procedures were applied. As a result, the experimental aspect of the program in these counties was diminished and the original purpose defeated as the supervisors were unable to reach down below the level of families who could qualify for aid under the regular program and extend help to the poverty-stricken families who were most in need. When such families were given assistance, their progress was limited because their necessities could not be met under standard loan regulations.

To remedy this situation, procedure designed to allow as much freedom as possible in the disbursement of funds to rehabilitate the poorest families was issued during the latter part of the third year of the program.

^{2/} Administrative Letter 509 in effect as late as February 1942.

Work Techniques

The information written on each family's application was analyzed by the supervisors before home visits were made to start plans for their rehabilitation. This information furnished clues to the needs and problems of the families and served as a guide in planning farm and home work.

Each family was notified as to the time and purpose of the first home visit. Supervisors agree that this helped to develop a feeling of rapport between the family and the supervisors. When this method was not followed the families often were too distracted by the unexpected visit to concentrate on the problem at hand. With few exceptions this practice was followed in making later visits until a good relationship was established and the family gave some indication that an unexpected visit would be welcomed.

Role of Family and Agency.- Care was taken to explain the program thoroughly and in detail, including the services and financial assistance available to the families. Likewise, the role of the family was plainly defined. Care was exercised not to lead the family to expect services and benefits that could not be definitely granted or obtained. In the opinion of most supervisors, these explanations and the extent to which they were understood by the families, often meant the difference between success and failure in attaining objectives.

Personality problems and human relationships.- Isolation, poverty, and exploitation had made many of these families cautious in dealing with strangers. Their fear of unpleasantness, of personal inadequacy, of meeting new situations, and other emotional difficulties made the task of winning their confidence and leading them to believe that the supervisors could understand their problems a hard one. Genuine sympathy, tact, interest, as well as the use of knowledge were essential to securing a flow of ideas and a synthesis of thoughts. Not all of the supervisors possessed these qualities. One supervisor complained: "Some of the families just will not cooperate - why, when I visit some of them I always have a feeling that I am not wanted. They just sit and stare out the window or into the distance, and yawn. I am sure they never pay any attention to anything I say. All I can get out of them is usually a yes or no. I feel it's a waste of time to try to help people like that. All they really want is money to spend as they please. I think our time would be better spent helping families who are willing to cooperate in doing whatever is best for them."

Frustrations of this kind were noted in the conversations with enough supervisors to focus attention on the importance, in the rehabilitation process, of the interplay of personalities. In this way the families are brought to want and to achieve a better way of living.

A Plan Is Made

Before starting a plan of farm and home activities an inventory of the family's resources was obtained through the use of a schedule. This information gave the supervisors a fairly complete picture of the family's past performances, economic resources, occupational experience, health status,

extent of participation in social and educational activities, and other indications of their level of living. Supervisors with imagination valued these data very highly - as furnishing clues to many problems and enabling them to plan more realistically for the rehabilitation.

Soon after families in Lauren and Oglethorpe Counties, in Georgia, made application for inclusion in the program, they were given complete physical examinations and a series of aptitude tests.^{3/} Supervisors in these counties say the findings from these tests and examinations pointed the way to the solution of many problems and facilitated the rehabilitation process in general, since they could appraise more accurately each family's abilities and capacities and avoid unwarranted expectations on the part of themselves or the families.

To bring to light adjustments necessary to improve the family's farm and home operations an analysis was made of their business, covering the last crop year before the date of their application.

Tenure.— Before the farm and home plans could be developed, provisions had to be made for land and improvements adequate to provide for family living, farm operating expenses, and payments of debts. To effect these provisions considerable time had to be spent in arranging for better tenure. This work involved tedious negotiations for long-time written leases — a practice new to families and landlords alike — revision of the amount and kind of rent to be paid, provision for housing repairs, screens, sanitary toilet, fruit trees, garden space, fencing, and an adequate water supply.

Food.— Guiding the families in planning for an adequate diet was one of the most difficult tasks in setting up the farm and home plan. As they had raised little or no food before, the quantity and variety of food consumed was determined by the cash that had been available to buy it. Having little money meant they must buy cheap food of a kind that would be filling but not necessarily satisfying. For example, when making plans for a family of 13 it was found that they had been using 1 bushel of meal a week. They had had no milk, occasionally a few dried beans, a little sirup, and a little fatback. They looked forward each year to hog-killing time. The father said, "We always try to have a few hogs to kill every year even if they don't get very fat." About 2 weeks before work on their farm and home plan started this family had killed 4 hogs; they had used all but 8 pounds of lard and 100 pounds of the meat during the 2 week period. "We was so hungry we just couldn't seem to get enough," the mother explained.

To correct their faulty diets, to improve their health status, and to increase their production efficiency, major emphasis was placed on the production of food. In every case a special effort was made to plan for a year-round supply of home-grown vegetables, fruit, meat, poultry, eggs, and milk to meet at least the minimum nutritional needs of each family. To assure maximum production it was necessary to include in the plan provisions

^{3/} Physical and dental examinations were given in cooperation with the Departments of Medicine and Denistry, University of Georgia. Aptitude tests were conducted by a social worker in Green County, Ga.

for good-quality subsistence livestock - cows, pigs, chickens, - and garden equipment, fencing, fertilizer, garden seed in sufficient quantity and variety, canning supplies, fruit trees, and berry bushes.

It was not possible in every instance to plan, for the first year, the amount of various types of food to make up an adequate diet according to standard requirements but an attempt was made to provide the recommended amount of milk and vegetables.

Livestock.- In the farm plan, a livestock program was drawn to provide a better distribution of income, to help meet family and farm expenses, and to supplement cash income.

The experience of these families in caring for livestock was very limited. Their animals were usually "scrubs" and their facilities were not adequate. So only the livestock that the farm would support or the family could adequately care for were planned. The extent to which this was done had a real influence on the families' success with the animals. Provisions were made for protecting the livestock from weather, essential fencing, a satisfactory water supply, improved sire services, and improved feeding practices, including pasture.

Feed.- Formerly these families grew just one cash crop. Feed crops were neglected. Poor seed and poor conservation and tillage practices, due to lack of knowledge, capital, and incentive, had limited their returns. To develop a crop program it was necessary to plan for: (a) maximum production of a variety of home-grown feeds for livestock, (b) growing cash crops new to these people, (c) improved conservation and tillage practices, and (d) improved seed varieties and treatment.

Clothing.- Many families lacked sufficient clothing for warmth and health. Frequently children were unable to attend school regularly and adults had to withdraw from community affairs. Building the health and morale of these families was considered an important phase of their rehabilitation. Therefore, plans were made to provide clothing enough for at least one change for each member and suitable for taking part in school and community affairs without feeling embarrassed or inferior to others.

Household equipment.- Most of the families had lacked the bare necessities of good housekeeping, health, and orderly living. Rarely did one have a stove that would bake well. Arrangements for a good stove often meant the family's wholehearted participation in making the farm and home plan. To help furnish a comfortable and healthful home environment, each family was to be provided with a stove that would bake; with enough utensils to prepare meals and properly care for milk; with enough dishes to serve a meal to all of the family at the same time; with canning equipment and jars enough to meet their canning budget; with at least two wash tubs and a wash-board; with a sewing machine and a good pair of scissors; with enough beds and bedding so not more than two persons would have to share a bed.

Medical Care.- These families had been greatly handicapped by their inability to have medical and dental care. Minor ailments had developed into chronic cases and dentistry was almost unknown. Their health status was such that

it could not be corrected through improved diets alone. Before many of the families could be expected to carry out the planned work efficiently, it was necessary to begin the correction of chronic conditions and provide other necessary medical and dental services. In counties where an FSA group-health program was in operation each family was encouraged to include in their budget the funds to cover its participation dues as a means of securing medical and dental care when needed at a price they could afford. In places where group medical and dental services were not available, the possibility of their organization was discussed. If the family expressed a wish to participate a tentative amount was set up in their budget to cover membership costs, with the understanding that if plans for these services failed to materialize this money could be applied toward securing medical care through other channels.

Health and home-environmental facilities.- In addition to deplorable housing conditions, the health and efficiency of these families were handicapped by lack of safeguards against unsanitary conditions. If the family owned their farm, major repairs were planned over a period of years, to avoid indebtedness precedence being given to the minor or major repairs that were needed most. To keep expenditures for installation, building, and repair work at a minimum, the best possible use was to be made of native materials and family labor. If the family did not own the farm they occupied, arrangements were worked out, when the leasing and rental agreements were drawn up, to provide the family with at least a sanitary toilet, a weather-tight screened house, and a satisfactory water supply. The families were to be compensated by the owner for any such improvements they made.

Special attention was given to ways for providing fire-proof chimneys, repairing steps, porches, and stairways and eliminating other accident hazards.

Protective benefits.- Included in the family budget were funds for premium payments on insurance carried by the family that was in line with their needs and ability to pay.

Social participation.- Plans were discussed for the family's participation in church and school affairs as well as other community activities. An allowance was set up in the budget for contributions and other funds needed in connection with these affairs.

Debt-adjustment services.- Frequently these families were badly in need of debt adjustments as an effective means of helping them pull ahead on their own steam. When occasion for this service was evident, it was taken care of before the farm and home plan was completed.

Financial assistances.- After the needs of the family had been recorded, an estimate was made of the total cash expenditure that would be involved in carrying out the planned farm and family operations, repaying debts and buying needed capital goods. The total amount of cash expenditures was then compared with the family's anticipated cash receipts, to learn the amount of loan and grant assistance that would be needed to carry out their farm and home plan.

Making Plans Work

Family's role.— Parents and older boys and girls were encouraged to have a part in the development of the family's farm and home plan. Care was taken to draw the family out, with the idea of having them recognize their problems and better understand themselves. Freedom of expression was encouraged and the different angles of approach the family had thought of were considered; new ones were suggested and weighed with the family. This was continued until the family reached a conclusion that the supervisors could support. This method, largely constructive, took considerable time but according to the supervisors it paid big dividends in terms of accomplishments. The supervisors maintain that the degree of success in carrying out plans was determined primarily by the extent to which the families took part in making the plans. Inquiry brought to light the fact that limited progress was made in cases where supervisors had dominated the planning and failed to consider the family's personal preferences and to discover something of particular interest to the family around which the plan could be built.

This point is illustrated in the following experience: Mr. A, a young man, had inherited a 160-acre farm from his father. The land and buildings were run down but it was obvious to the supervisors that the farm could be built up to support the family adequately if it were properly managed.

From childhood Mr. A had shown little inclination to work on the farm. Instead he had always been interested in anything that involved buying, selling, or trading. At the time he was married, less than 2 years before he applied for help, he had started on his own, with a good car, good livestock, and a good outlay of farm machinery and equipment, as a gift from his aged father. Neglect of his farming, poor judgment used in trading, and his need to get some cash from each transaction, soon became apparent in the deterioration of his equipment and livestock. Mrs. A, who was very young, lacked skill and experience in home management. Their child was undernourished, pale, and fretful. When they applied to enter the program they were desperately in need of help. Several home visits were made to discuss the program and to draw them out as to their needs and plans, during which several facts were pointed up for consideration in formulating a successful plan for their rehabilitation.

- (1) The plight of the family was due chiefly to neglect of the farming and poor judgment in trading transactions.
- (2) Only hope for rehabilitation lay in the development of the land resources and the adoption of better farm and home practices.
- (3) Little cooperation in carrying out the farm and home plan could be expected unless it provided a satisfying outlet for Mr. A's urge for trading.
- (4) A market for garden truck and other food products was available in a nearby mining town. Transportation would be needed for marketing the surplus products that many of the projects families expected to have for sale.

With these facts in mind the supervisors guided the family in working out a farm and home plan that they could support because of its soundness and that aroused the enthusiasm of the family. The plan provided for a large garden, several small truck patches, a flock of chickens, and other farm and home activities to provide for family living and farm operating expenses, and the payment of debts. Mr. A converted the car into a truck, to market his own products and those of other project families.

By incorporating into the plan activities that the family liked and felt were important, it was easy to secure their cooperation in carrying out other farm and home activities and making the adjustments necessary to their rehabilitation. It did not take long for them to understand the relation of one activity to another in the attainment of goals which they had set for themselves.

It is this type of planning and supervision that prompted one supervisor to say, "I have been offered better paying jobs that would certainly require much less work and give me much more leisure, but work with these families fascinates me. I feel I am doing something so worth while. Each visit I make either provides new ideas which I am eager to put in use or challenges my imagination in seeking a new approach to problems I have failed to deal with successfully."

The story of the B family is told to contrast methods used by different supervisors in formulating farm and home plans. After returning from their first visit to the home of the B family, one of the supervisors said: "The only thing in which the family expressed a common interest was a small flock of chickens. A number of chicks were being kept in the house because there was no other place to keep them until it was warm enough or they were big enough to run in the yard with the mother hen. The house was crowded and the chicks added to the general confusion."

The supervisors worked out a plan that they thought would make the most efficient use of the family's land resources and the best possible provision for their needs. During the next visit the plan was explained to the family. The interest they had expressed in chickens was not recognized or used in the plan. Even though they had had small part in making the plan they might have tackled it with some enthusiasm if it had included a flock of chickens. Moreover, there was a ready market for chickens in a nearby neighborhood.

When the case of the B family was reviewed, more than a year after they had been made a loan, one of these supervisors said, "The B family has been a big disappointment to us. They have failed to progress as rapidly as we feel they were capable of, had they cooperated in making the best use of their resources. Their only interest has been in getting a loan, and not in carrying out a farm and home plan that would help them become self-supporting. They have failed to adopt better practices or to make improvements called for in their work agreement. They have insisted on spending too much time on their chickens at the expense of other essential farm activities. It will be impossible for them to ever become self-supporting and raise their level of living unless they can be persuaded to improve their land and increase their income through crop diversification and a good

live-at-home program. Since they have only half-heartedly carried out their plans and seem to resent suggestions from us, we have left them on their own for the past few months. They have made very little progress since coming into the program."

Later, in a new approach, the supervisors praised the family for their success with the chickens. They helped the family work out plans for a larger margin of profit by improving the breeding of the flock, providing better housing, and having a cheaper but more nutritious ration through home production and preparation of feed. Previously, the flock had had no runway and feed was bought from feed stores when and if the family could afford it.

Not long after this approach the family showed willingness to cooperate in carrying out a better balanced farm and home program. Today they do not hesitate to ask advice from the supervisors. Their level of living has definitely improved and their attainment of economic independence is assured.

The importance of planning within the family's ability to carry out has been stressed by most supervisors. They maintain it is much better to plan too little than too much. They believe this is essential in the rehabilitation of a poverty-stricken family for three reasons. First, because of the family's need to experience success as a stimulus to growth. Years of disappointment and failure were apparent in the family's loss of faith in their own ability to succeed - and in their inability to plan without guidance. Second, to avoid pushing the family beyond their productive limit or their capacity to understand. In cases where too much was undertaken emotional factors were introduced which led to rapid loss of interest in work and cooperation. Third, because a task left incomplected does not give satisfaction nor strengthen the stability of a family.

Frequent causes for overplanning are found in the following remarks of project supervisors.

"I believe one of our greatest mistakes when we first started working with these families was made in overestimating what they knew. They had lived such pinched lives they simply had not had an opportunity to gather experience or to learn how to plan and perform the simple tasks one ordinarily assumes that every farm family knows how to do. On the other hand, we have been equally guilty of underestimating their desire, willingness, and potential capacity for learning. As I look back I realize that there was a tendency on the part of the families as well as ourselves to plan or predict in accordance with what we would like to have happen instead of what was within their ability to achieve.

"We have been greatly handicapped in our work because we have not been free in many instances to make plans to fit the individual families. From our experience we believe the level of living of these families should be built up or raised gradually, allowing time for an accompanying educational process to assure lasting benefits. But there are those in the regional office who insist on raising the living of these families in keeping with that of families on the regular program. If in making plans, we fail to comply with standards advocated by regional experts we are certain to be rated down by our superiors. We know -- we have had it happen to us. Too extensive

planning has been recommended in all lines of endeavor for these families. They simply cannot be rushed or pushed too fast without having adverse effects. Then many fail to realize how low the level at which we found these families, or what limited chances they had had to learn through training or actual experience. Their abilities and resources simply will not permit them to put into effect the farm and home practices advocated by some regional specialists.

"I feel we should not attempt to make a long-time plan for any of the families until we have worked with them on a work-grant-agreement basis for at least 3 months. This would provide a kind of testing period in which we could more accurately appraise the family's resources, their abilities, and potential capacities. It would be an invaluable aid in making plans to better fit their needs and more effectively utilize their resources. Loans could then be made more in accordance with their ability to repay. Time and money would be saved in the long run, because the progress of each family would be more rapid and their ultimate rehabilitation more assured."

The following account related by supervisors in Orange County, Vermont, shows the typical method used in working out plans for the rehabilitation of project families in this county.

"The outstanding fact in the initial development of plans with the project applicants has been their lack of knowledge as to exactly what they wanted, or what they needed to change in their present condition. They realized that their own efforts had failed but could not reason out the factors that had brought that failure. They came to us with the desire for help and a willingness to work out their problems. A visit was made to the family by the farm and home supervisors and the family's problems were discussed in detail with the applicant, his wife, and any other member of the family who would be involved in carrying out farm-home plans. The program was carefully explained - the education of the family started at that point. The development of farm and home plans was a family affair in which all participated; this usually covered several days, with intervening time allowed for the family to work out for themselves, step by step, the necessary information and planning. At each visit these plans were discussed and accepted where possible; or they were changed if deemed necessary but always with the family's sanction. By the time the plans were completed the family was as familiar with them as the supervisors were, and they were already keeping accounts. Emphasis was placed on the importance of thinking beyond the present year's plan, and in planning over several years toward a definite goal."

Supervisor's role. - Just as the families needed a plan to guide them in fulfilling their role, it was necessary for supervisors to formulate a scheme - which could be fitted into a realistic work program - that would help them to help the families more effectively.

To implement rehabilitation, individual differences in needs, personalities, natural resources, and status of development were taken into account in deciding upon a highly individualized approach and follow-up. As self-recognized success appeared to be a necessary ingredient in rehabilitation, some individual family goals had to be set that could be attained in a

comparatively short time. It was necessary to explore every practical method and device to discover ways of assuring each family a safe footing in their struggle for advancement.

Each phase of the program called for the goals to be attained during it, the circumstances that would create the problems involved in reaching each goal, and proposed plans to be followed in achieving the goals as set up.^{4/} This was the "what" part of the program.

To organize the "when" and "how much" part, a calendar of work was set up to show the periods when each phase would be given (1) concerted effort, (2) emphasis, (3) regular attention; and (4) the number of cases needing assistance in each phase of the program - the number of cases to be based on an anticipated total of 50 families.^{5/}

A "Cooperation and Assistance Request Chart" was drawn up showing the personnel, agencies, and community resources from which cooperation would be requested, the activity with which each would be concerned, and the time when such assistance would be needed.^{6/}

Activity check sheets were used in a work notebook by each supervisor to keep a simplified running record and to provide a summary of "what" work was to be done, "when" it was accomplished, and "how much" had been achieved in a given period.

Type of assistance needed.- A feeling of insecurity was universal among these families at the beginning. It was reflected in overcharged emotions, inability to plan, vagueness about the meaning of things, and the tenseness of the home atmosphere.

It was apparent that unless they were given financial help the constant threat of the wolf at their door would make it impossible for them to free their minds and energies in an all-out effort to put into operation the plans designed for their rehabilitation. They needed money to live on as well as funds to buy equipment, livestock, and other items. Their resources and income were too limited to allow the repayment of a loan large enough to take care of their many pressing needs. The necessary money would have to be provided through other means as well as loans. Finding a satisfactory way posed a problem.

Origin of work-grant-agreement.- Many of these families had been dependent on relief for a year or more. In some instances, this dependency had broken their morale and hurt their confidence and pride. They emphasized their handicaps and pitiful plight in an effort to get sorely needed assistance. There was much talk about "free money." Obviously there was great need for a service that would give the needed assistance and at the same time replace the prevalent relief psychology with a philosophy in which achievement would be emphasized instead of handicaps.

^{4/} See Appendix, pp. 46-54.

^{5/} See Appendix, p. 56

^{6/} See Appendix, pp. 57-58.

A need existed also for a tool to put into effect work activities involved in carrying out a whole year's farm and home operations.

It was felt that placing a full years' schedule of work before the family at one time would have little meaning to them, or would make them think there was no use in trying to do something that seemed beyond their capacity. To avoid this, work activities were specifically blocked off and broken down into three or four sections; so arranged as to provide for the completion of specific tasks in a logical order and in their proper relation to the over-all rehabilitation plan. This would permit the family to experience success by finishing a task fairly quickly and that would stimulate further effort.

Therefore a work-grant-agreement was adopted - an agreement worked out with each family in which they agreed to make needed improvements, adopt certain new practices, and carry out other specified phases of the over-all plan. These work-grant-agreements were written to cover 4 months of activities. At the end of each period new agreements were drawn up. The family was carefully reminded that they should not promise to do anything they were not certain they could accomplish. Simple tasks with which the family were fairly familiar and which they recognized as of immediate importance were to be performed first. Until the family was ready to tackle things not so familiar, or which as yet they could not see as important the supervisors helped the family to develop skills and acquire the knowledge needed to carry out the more difficult activities. They used an educational process designed to create a desire for or an appreciation of further improvement.

During the 4-year period the 606 families received grants totaling \$315,351, or an average of \$520 per family. The greatest amount in grants (\$98,321) was received in 1940; by 1942 the families had progressed so well that only slightly more than half of that amount in grants was needed, and many of the families no longer needed any grants.

Assistance through loans.- An analysis of the financial help received by the 606 families showed that the total amount loaned them from 1938 through 1942 was \$448,162, or an average of \$740 per family.

In making loans care was taken in most cases to keep them within the family's ability to repay. This usually meant making small loans to begin with, and planning for a supplemental loan after the family's resources had been so built up that they could assume the responsibility of making payments on an additional loan. Exceptions were found in Orange, Thurston, and Beltrami Counties. Families in Orange County needed equipment and improvements to carry out dairying and other farm enterprises on a limited but more profitable basis. The potential land resources of these families were such that the ability to repay a comparatively large loan after their resources were developed was promising.

In Beltrami and Thurston Counties a majority of the families either owned or were buying their farms, but in most cases considerable clearing would be necessary before economic units could be developed. When these farms were bought each family had hoped to earn enough from work off the farm to develop their land, and eventually become full-time farmers. But that work

dwindled much faster than they had expected. They tried clearing their own farms but this took too long. They were in desperate need of help. Most of them were on relief and their morale was at a very low ebb. They needed a type of assistance that would provide funds to develop their land and at the same time provide a repayment schedule that would give them longer to meet their obligation than was permissible under the regular type FSA loan. This was discovered soon after the experimental program was started in Beltrami County and a special type of loan was developed. Later a Farm and Home Improvement loan service was developed to meet similar needs of farm families throughout the Nation.

The following quotations are typical of opinions expressed by supervisors in a majority of the project areas regarding loan and grant policies:

"It is foolish to make families this type of large loans. If the loan is too high they simply can't repay it. The honest ones are debt conscious - they become discouraged if they go too far in debt. They will have to have a foundation built under them with grants until their resources are such that they can see a way of repaying. One of two things happens when they are made a loan that is too high: either they get discouraged and sell off their livestock and equipment to repay the loan and revert to as bad or worse condition than they were in before we tried to help them or they lose all sense of responsibility toward the obligations.

"It should be remembered that the needs of this group are much greater than of families who can qualify for the regular FSA program. Since their needs are greater and their resources less, greater leniency in the use of grants than is permitted under the standard loan program is absolutely necessary if they are to be helped toward rehabilitation.

"The low level at which these families have been living for so long, their environment and lack of opportunities, have taken their toll, both from the standpoint of sapping their energies and ambitions and from the standpoint of retarding them mentally. They need financial and educational help. One without the other will not solve the problems - they are equally important to the rehabilitation. Many of these families can't realize their responsibility to meet the obligations because they have never had much money or credit, or had enough experience in handling money and managing their affairs to create a feeling of responsibility. For years they have bought a few groceries or whatever they could get on a "run bill." By the time their crops were gathered and sold they had only enough to meet the bill; they were lucky if they had \$10 or \$20 to spend for other needs. When such a family is told they owe a loan of \$500 or \$900 it just doesn't register - they have no conception of how much money that is. It takes time to teach them the simple fundamentals of arithmetic involved in managing their affairs more efficiently and to recognize and assume their responsibilities. It is best to build gradually; slowly leading them to recognize their needs and to feel a strong responsibility toward their obligations. The use of grants, and then small loans after they have got a start, seems to me the only sensible way to put a sound foundation under them upon which they can build toward lasting security."

Educational guidance.-- The lack of knowledge and skills to carry out simple practices in farm and home management was a universal characteristic of the project families so it was necessary to use direct teaching methods, especially during the first year. One supervisor emphasized this when she said, "It has been necessary for us to be teachers first, then supervisors." Supervisors who skipped the "teaching period" and were supervisors from the beginning failed pitifully in helping the families and some have become cynical or frustrated.

Carrying out a rounded subsistence program involved teaching proper care of animals and methods of curing and caring for home-produced meats; giving instructions in making butter and cheese, preservation of eggs for home use, proper methods of canning and storing fruits and vegetables, planning and preparing balanced meals; and making and renovating clothing from elementary work to tailored garments. Families had to be shown how to paper rooms, paint woodwork and furniture, patch plaster, build chimneys, shelves, cupboards, and frames for screens, remodel rooms, and install new windows and wallboard. They had to be shown efficient cleaning methods and taught to make soap from surplus fat. They had to be guided in the construction of barns, silos, range shelters, corn cribs, and ice, milk, poultry, and storage houses. They had to learn to make minor repairs. Directions were furnished regarding the installation of water and sanitary drainages, and soil conservation practices, with training in feeding methods, rotation of crops, pest control, and improved breeding methods. Before that it had been necessary to give them a good start by guiding them in the selection of livestock, seed, fertilizer, and equipment. It was difficult for them to recognize a good cow or hog because they had never owned one. Finally, indirect leadership had to be furnished in organizing cooperative services and in carrying out educational and social group activities.

Method of Approach

A study of the methods used in implementing rehabilitation among these families reveal that numerous techniques were used by the supervisors to establish a common ground of interest between themselves and the families. This step was essential to winning the confidence and cooperation of the family. A method that worked in one case was not necessarily successful in another.

Getting Along with People.-- The rate of progress made by project families was greatly influenced by how well their supervisors knew how to get along with people. Some supervisors secured effective results by mentioning some personal problem of their own; this led the family to believe the supervisors were capable of understanding their circumstances and problems or, in the words of one family, "were not different from us." So they were willing to discuss their problems and to accept ideas and suggestions introduced by the supervisors. In the beginning a few families looked on some of the supervisors as "dressed-up city dudes who are afraid of getting their hands dirty." Wearing simple clothing in which they could work, and helping families in certain tasks often meant that the supervisors won respect and cooperation. Typical of recurring remarks made by project families: "The thing we like about him is he ain't a bit afraid of work. If there's

anything he wants us to know he don't just tell us how it ought to be done, he just gets down and shows us how by doing it himself. It's easier for a fellow to learn thataway anyhow. He's always showing the kids how to do something and always seems to be pleased and proud of them when they remember what he showed them. They'd all just about break their necks to please him. He is always a-joking and a-teasing with us all. We think an awful lot of them both. Seems like they have always understood what we was up against and so pleased to help us figger out ways of getting ourselves out of the mess we was in. We are doing fine now, and if everything turns out like we hope, we will be on our feet pretty soon....No, we don't need any more loans and grants but we do still need help with our thinking (planning)."

Record books.- To improve families' abilities and as a means of measuring progress, they were asked to keep records of their income, expenditures, production, and other farm and home activities. Each family was given a record book and taught how to keep it. This was a concrete way of teaching them how to budget their income and it helped them to realize for the first time how much the farm could contribute to family living.

Various incentives were used to interest the family in keeping these records. In some cases the entire family usually sat around the dining table after supper and discussed the events of the day, and brought their accounts up to date. Frequently an older child was given the responsibility of keeping the record; this usually gave the child a feeling of importance and stimulated him or her to do an excellent job. To praise the work appealed to the pride of the whole family, and enlisted interest and cooperation. Most of the families had a so-called business center in which the record book and all important papers were kept - they were usually built from orange crates. The frame was painted and shelves and partitions were made for the papers, books, bulletins, work schedules, and other material used by the family in running their farm business. Cretone, or a dyed salt or flour sack, was gathered across the front of the box which was hung on the wall or placed on the floor. Some built small cabinets equipped with a door and a lock. Farming became a real business adventure to these families for the first time.

At the end of each year the supervisors helped the families to analyze their record books, either individually or in small groups, helping them to recognize the strong and weak points in the previous year's planning and enabling them to profit by their experience in making future plans.

One supervisor said, "For each family I made bar graphs to show the value of the family living derived from the farm. A graph was drawn to illustrate the goal. Then at the end of each year, the progress that the family had made toward this goal was recorded. These charts were usually made up from the record books at group meetings. The progress recorded in this way greatly impressed the families. Any method that uses visual means to put across an idea has always been effective."

Similar charts were used to record progress in the production and preservation of foods and a lively and friendly competition was developed among the families which stimulated each to try to reach its quota.

Most of the supervisors thought the type of record book used in the regular FSA program was much too complicated for many of the project families whose

schooling has been so limited. Rather than risk straining the relation between themselves and the families, they did not insist that the book be kept unless the families were willing. Instead, some other plan was devised for recording the needed information. Perhaps the family would keep their income, expenditures, and other information in a small notebook and the supervisor later would help them to transfer these items to the record book. After a time the family could make the transfer alone and eventually discard the notebook altogether. In a few cases, no member of the family could write well enough to make legible entries so all bills and receipts were kept on file and the production records were "marked down" on a large calendar.

Supervisors in most of the counties think that changes in the record books should be avoided whenever possible. They maintain that very minor changes - even using a different color for the cover or placing a certain item on a different page or in a different position - is confusing to the families. Whenever such changes have occurred much time has had to be spent in explaining these changes or in convincing the family that the change did not affect the way in which they were to keep the book.

Home visits and supervisory skills.- Most supervisors are agreed that it is better to make more short visits than fewer long visits. It has been their experience that if many things are discussed or attempted at one time, the family becomes confused and retains very little of what they attempted to teach. They maintain that one idea left during the visit will germinate and develop better by itself than with a whole handful. This involves a careful selection of the idea to be planted and timing the return to observe developments. The period between gives time for acceptance or rejection of the idea by the family. On their return the idea is brought up again in a natural, unforced way. If the idea has been accepted and the family has done what had been expected of them, they are commended.

Praise is an effective tool used by all supervisors to stimulate interest and build up a sense of personal esteem and achievement. One supervisor could always make it appear that whatever had been accomplished by the family had been the result of their own idea, and their good judgment was commended. If the idea was rejected or the family failed to do what was expected, the supervisor waited for an opportune moment when the idea could be introduced again in such a way that it had the appeal of something new, thus avoiding an impression of nagging or placing the family on the defensive. He had effective results. Most supervisors were careful to dwell upon hopeful and cheering things during the last few minutes of each visit, leaving in the minds of the family an impression of friendly interest and a faith in their ability to accomplish the tasks planned as stepping stones in their rehabilitation.

There appeared to be a tendency on the part of one or two of the supervisors to encourage an expression of gratitude on the part of the family. This proved to be detrimental to the morale of many of the families, for it emphasized the importance of others rather than the family in anything accomplished, and made clear to them their loss of control over their own affairs. It is believed that much of the indifference and failure to co-operate ascribed by some supervisors to some families was a reaction of resistance to the expression of gratitude.

Some supervisors demonstrated particular skill in working with fathers who went on "drunken sprees" to escape from their troubles and their inability to assume a respected role in the eyes of their families and communities. Leading citizens of the community were likely to scoff and refer to these men as n'er-do-wells. In most instances these men had once been able to support their families and have their respect. Loss of work off the farm had brought money stringency and a lowered level of living, which in turn created emotional strain - therefore nagging by the wife and disrespect by the children. These supervisors, recognizing the father's need of approval, supplied a word of praise here and there, noticed some skill he had shown, or suggested a project for him and helped him to make a success of it. This brought him new hope and the feeling that he was not a complete failure, but someone in whom the supervisors had faith, and the family began to take pride in his work. These supervisors called to the attention of leading citizens or neighbors the father's work and encouraged them to give the man a little approval and praise. Gradually through results of the patience and understanding guidance of the supervisors, such families became well adjusted and respected by the community for what they accomplished in improving their ways of living.

Patience and tact are seen as the key to the success of these supervisors in helping these families to make the personality adjustments necessary before much could be done toward rehabilitation. Usually at first, evidences of changing attitudes were noted only in isolated acts, but gradually a different kind of interplay among personalities in the family group was developed which meant less nagging, more companionship, and better family cooperation. Until this change took place the family could not concentrate their energies and skills in carrying out the planned farm and home activities.

Adjustments had to be effected in the work pattern of most of the families. Projects were assigned to the different members and work was so planned as to make the best use of family labor throughout the year. In a good many instances, especially when the families were large, the mother had always gone to the field and worked with the husband and older children. Her absence meant the home was neglected, clothes went unmended, the smaller children were not properly cared for, and the home environment became more drab, confused, and depressed. She had to be encouraged to busy herself with household improvement, at least part of the time.

Devices were used by the supervisors to introduce milk into the diet of families who had never learned to drink it. In one family all members but one small undernourished boy learned to like milk. The supervisor gave the child a small pocket mirror so he could watch himself grow, if he drank milk. The family's interest was aroused, they too found fun in encouraging him, so he was soon drinking more milk than any of the others. In a short time, the family could be brought to eat a greater variety of foods, some new to them. This supervisor always explained in simple language her reason for making any suggestion. For example, if she suggested that an old tub be sunk in the ground in which to raise tomato and pepper plants she pointed out that it would hold the moisture. When the families understood the reason for doing things they often proudly passed it on to their relatives or neighbors.

In many cases resistance to change was overcome by working through the children or through some respected citizen of the community.

In one neighborhood the supervisors secured the cooperation of a community storekeeper in adopting practices which they sought to introduce. When the families came to do their trading the storekeeper told them about some particular farm or home practice and how he had asked the supervisors to show or tell him how certain things should or could be done. He invited them to "go on up and have a look for yourself." Through his influence many of the families were induced to adopt practices and ask advice.

In another county the merits of different practices were discussed in group meetings, after which the supervisors asked for volunteers who would like to carry out certain experiments. Volunteering families were given guidance and help in carrying out the projects. From time to time they were called on to report to the group on their progress. This usually meant that other families would visit the experiment and many were stimulated to adopt the practice on their own farm. This approach was successfully used in building poultry and storage houses; in introducing new crops, equipment, and facilities; in putting soil-building and conservation practices into effect; and in making improvements in livestock breeding.

In one county the cooperation of a Negro minister was enlisted and through his influence many of the Negro families gave greater cooperation and made advances. He attended all the group meetings, which were opened with a prayer and the singing of hymns. He would tell of the improvements and achievements he had observed on certain of the farms and would call on them to tell the rest of the group how they had done it.

Many devices were employed by the different supervisors to increase production and encourage the adoption of better farm and home practices. For example, one supervisor made calendar-like cards on which each family recorded the milk, eggs, quarts of food canned, and the like. At the end of each month these cards were collected and totaled. The name of the family who had the highest production in each of the items was posted in a conspicuous place in the office. Later these families were asked, in group meetings, to tell about the kind of livestock or food grown and the methods by which they increased their production. The supervisor feels this has been a very effective way of disseminating knowledge in better farm and home practices and has brought families to seek further advice and guidance. This supervisor arranged with the county newspaper to publish a news article in which the winning families were listed and the methods were described.

A total of 13,585 visits to 427 families were made in 8 of the counties using the 4-year period; this does not include visits of families to see the supervisors in their office and information on Laurens and Knox Counties is not available. The total number of visits varied from county to county. The greatest number, 3,082, was made by supervisors in Reynolds County, Mo. and smallest, 576, by supervisors in Oglethorpe County, Ga. Variation was influenced or governed primarily by the pattern of settlement, supervisory methods used, and the turn-over in personnel. There was also considerable variation in the number of visits made to the different families. This

difference was governed by the family's need of assistance and occasionally by the accessibility of the homestead. In several of the counties the roads leading to the homes of a majority of the families could not be used safely in winter.

Group Instruction.— Aside from individual instruction and guidance given to families during the home visits, group meetings were held by the supervisors from time to time. They were held for the purpose of making plans for the next crop year, evaluating past activities, learning new skills, and organizing cooperative enterprises. The total attendance from 1939 through 1942 was 7,798 in 8 counties.^{7/} The highest total attendance was recorded in 1940, a slight decrease occurred in 1941. The number of meetings attended in 1942 was only slightly more than one-half as large as the 1940 attendance. This sharp decline was due to the war, calling for longer working hours to produce food, outside work, the lack of transportation, and loss of supervisory personnel. The varying methods used in organizing and conducting group supervisory meetings are believed to have been the key to their success or failure.

Supervisors in all counties have agreed that group activities did more to stimulate production, create unity, and effect social adjustments among the project families than anything else. Neighbors who were not on speaking terms are now working together, accomplishing tasks that would have been impossible through isolated and individual effort. Frustrated individuals, finding a way through group action to satisfy their inherent craving "to be" and "to belong", have developed into respected and responsible community leaders.

The different techniques used in organizing and carrying out these activities are illustrated by reviewing methods used in the San Miguel County, New Mexico where the families live in a compact area, and in Orange County, Vt., where the families live in a scattered and isolated area.

The San Miguel, N. Mex. Experience.— Through indirect leadership, supervisors in San Miguel County have worked quietly behind the scenes, providing needed stimulation and guidance for the development of direct leaders among the families themselves. They have chiefly suggested or pointed out activities and explained how they might be started. The choice of activities and the ways in which they were to be put into effect were left entirely up to the families. Often several meetings were held to discuss the possible activities before any definite plans were made. After a decision was reached as to just what was wanted, a committee was usually appointed to see that the work went forward.

On some occasions the families called special meetings so that supervisors might explain points that were not thoroughly understood by the group. An explanation of how similar activities were being operated in another community was often used to clarify these points. For example, a copy of by-laws, written in Spanish for a livestock association, was obtained for

^{7/} Information on Knox and Mercer Counties is not available. These figures include only supervisory meetings; neighborhood group meeting not of a supervisory nature are not included.

the San Miguel families to study as a guide when forming their own association. Charts, schedules, and pamphlets were placed at the disposal of the families, to create interest and stimulate discussion.

All group action in community organization in San Miguel County has taken place as a result of discussion meetings. Leadership has been developed by appointing committees to supervise activities. For example, a committee consisting of three members was assigned the duty of prorating work and assuming responsibility for the completion of a community house built by the families. A community beautification committee was appointed to see that yards, fence rows, and roadsides were kept clean. There were several other committees and an over-all community committee to act in an advisory capacity. Annual meetings were held to review the years' objectives and to set new goals or decide on new activities. Members of families gave brief reports as to what had been done toward reaching each objective and whether they felt it had been beneficial to them or to the community as a whole.

The Orange County, Vermont Experience.- Some supervisors, working in isolated territories, have complained that it has been difficult to carry on group activities in such areas. They may find useful the methods used by supervisors in organizing activities in Orange County, where the selection of a central place for all meetings was avoided, as the families were scattered over a wide area. Instead, several neighborhood groups were organized. In vicinities where several borrowers lived on adjoining or nearby farms, it was possible to interest them in meeting together to get better acquainted and to talk over common problems. In selecting the first meeting place for each group, a home was chosen where an improvement had been made which would be of common interest. The best home in the community was not selected but one which was comparable with the homes of most of those attending the meeting. Families who were asked if they would be willing to use their homes as a meeting place usually felt flattered. It gave them a certain confidence in entertaining their neighbors - usually for the first time - and it was an incentive to have their home and surroundings cleaned up and in the best possible condition. This stimulated others to do the same thing when it came their turn to have the meeting.

Some families wanted to serve refreshments when their homes were used. Realizing that the majority could not afford to do this, but that having refreshments together might ease the atmosphere, each family was asked to contribute their share and to provide their own dishes. Simple recipes for making attractive sandwiches from home-grown foods were discussed at a special meeting before the serving of refreshments was put into practice. It was explained that no family should bring or use their best dishes at these meetings as they might be broken in carrying; this prevented embarrassment if dishes were poor. It was often necessary to borrow chairs and to use makeshift benches and boxes. This caused embarrassment at first, until the group realized that others were in the same position as themselves. Overcoming such material obstacles was an important factor in organizing the groups successfully.

It took considerable urging to get families to attend the first meeting. Objections had to be met and solutions offered. Some maintained they did

not have time for group activities; this meant replanning work schedules to provide time. Having small children who could not be left alone was another objection; if it were impossible for the parents to take their children, arrangements were made for older children in the neighborhood to care for them. In some cases the husband and wife had to alternate their attendance. Families who had transportation facilities were asked to be responsible for others. "We just don't want to go" was the most difficult objection to overcome. The supervisors were continually put to it to find subjects of enough interest to assure attendance. Some families needed reassurance that their clothes were as good as others that would be there. Better clothing was influential in increasing the attendance.

During each meeting subject matter that was designed to stimulate discussion and was in keeping with the families' own experience and needs, was presented in a simple and direct way by a supervisor. Discussion was stimulated among the families as it applied to their own circumstances. Frequently many of the families had been on unfriendly terms and were critical of each other. This caused an obvious restraint in the first meetings. Sensing this situation, the supervisors quietly brought families who were ignored by others into the discussions to make them feel they had something worth contributing. A continued repetition of this method was sometimes necessary before other members of the group would seem to accept their participation. After a few meetings, families volunteered the use of their homes rather freely and attended without urging. An announcement card was usually sufficient. These meetings broke down the barriers between the families and eventually developed a feeling of obligation on the part of each member to keep the group united.

In addition to these neighborhood gatherings, meetings were usually held in the evenings. Before the first meeting a form letter was prepared which suggested that the families meet to summarize their previous years' business, develop plans for the coming year, and discuss problems common to all.

Experience gained at the group meetings prepared the families to take part in cooperative enterprises. At the time the first cooperatives were organized, parliamentary procedure was a handicap because the officers who had to use a written outline to guide them lacked confidence in their ability to fill leading positions. Usually each step was referred to the supervisors before being discussed but before long the officers were familiar with the business procedure and could carry on independent of the supervisors.

Not until the third year of the program in Orange County were the families ready to participate in so-called formal cooperation. After organizing different types of cooperative among these families the supervisors reached certain conclusions as to the best methods for developing such activities among low-income farm families. The following quotation suggests the procedure they advocate.

"It is essential that families understand the meaning of cooperation; therefore, an intensified educational program is necessary before any attempt at organization is made. They must realize that it is not an organization which does their business for them but rather one in which they do business

for themselves and that it can be successful only so far as every member takes an equal share of responsibility in its operation. The organization should be set up only after groups have had a chance to discuss thoroughly the problems and advantages involved. At least several months should be spent in preliminary organizational work. Even then, no large amount of business should be undertaken. Instead, purchases should be limited to small items while the families learn the necessary details and procedures involved in operating the business. The volume of business should increase in proportion to their ability to handle. In this way the overhead can be kept at a minimum, and the families are not burdened with expenses out of proportion to the size of business. Voluntary contribution of time and labor by the members can replace much of the expense and it gives them a chance to learn the advantages of cooperation."

To make the plan work it was necessary to mobilize all available community resources, to provide extensive educational guidance and motivating factors, and to provide financial help to those families whose credit was exhausted.

Problems and Requirements of Supervisory Personnel

Supervisors working with these people occasionally needed stimulation and help. To gather information and follow an outline specifying certain action to be taken in meeting the different needs of the families do not take imagination or require vision. But rehabilitation among families on as low an economic level as the experimental project families was something new - there was no cut-and-dried outline or procedure to follow. Each family or case offered a challenge to the workers. Imagination, vision, sympathetic understanding, and a knowledge of personality adjustments were needed to carry out successfully a rehabilitation program for such families.

One State director said, "It is easy enough to find supervisors who have a good knowledge of Home Economics and Farm Management, but it is most difficult to find men and women with such training and skills who have also the imagination, vision, and ability to lead families of this kind toward their goal of self-support. Too often they are unable to understand related problems which must be given attention or solved in connection with the teaching and application of better farm and home practices."

A review of the methods and achievements of the personnel assigned to work in the experimental program indicates that most of these supervisors were carefully selected. Virtually placed on their own, most of them have been able to pull themselves up by their own bootstraps and do a really effective job. A few who had mediocre results could have established their work on a much better basis if given more assistance. The need to share and articulate ideas with a sympathetic and understanding district supervisor has been voiced by most of the field workers. All project supervisors appeared to be proficient in all duties related to farm and home management but many lacked the ability to cope with problems of human relationships. In most instances they were aware of these limitations and expressed a wish for training that would better equip them to deal with personality problems so they could apply more effectively their farm and home-management skills.

The district supervisors who were working in the standard loan program were assigned to work with the experimental project personnel. In a few cases these supervisors either did not have the time or made no effort to discuss problems with which the project staff were having difficulty. Too often, supervision of the field workers consists mostly of checking on procedure forms and asking questions about what had or had not been done in regard to following certain regulation. Their work showed a lack of educational training, guidance, and the stimulation needed by the project supervisors. In most instances, the district supervisor was no better equipped than the project supervisors to identify problems and then make a diagnosis based on all the relevant facts and interrelationships that have meaning and that open up new ideas of treatment.

The need to discuss or review problems was more acute in some areas than in others. Frequently the need was due to the lack of cooperation and good working relationships between the farm and home supervisors. In one instance, the farm and home-management supervisors had never sat down together to reflect on common problems and to work out a well-integrated approach to the solutions. More rapid progress was observed in counties where good working relation existed among the project personnel than in counties where such relations were unsatisfactory. The contrast in achievements in these situations emphasizes the importance of supervisory team work in the rehabilitation process and points to the big dividends, in terms of achievement and growth, paid by good working relationships. Supervisors who possess quite different abilities and experiences sometimes form a good team for working together successfully to solve the problems among project families. Opportunities for creative treatment are likely to be lost when supervisors fail to draw on the experiences, training, and abilities of each other.

ACHIEVEMENTS OF FAMILIES

Underlying causes of poverty and maladjustments among families who were accepting aid in the experimental program varied in the different counties as well as among the families. In some areas basic conditions, such as lack of land resources, blocked any substantial improvement in the welfare of the families. In most instances, however, considerable progress was made toward solving problems which were keeping the families from being self-supporting. Indications of this progress are given here.

Economic

Increased Production.-- Such progress is particularly noticeable in the increased production of food and other farm products. Gains are indicated in the increased quantity of food canned for home use and the increase in cash income from the sale of crops and livestock.

The total number of quarts of food canned by these families the year before they came into the program was 75,861, or an average of 167 quarts per family; in 1942, the total canned had reached 186,864 quarts, or an average of 413 quarts per family -- representing a gain of 146 percent. The increase varied from a low of 50 percent in Grayson County, Va. to a high of 4,408 percent in San Miguel County, New Mex.

Gains of food production other than canning are exemplified by progress reported in Laurens County, Ga. Here, approximately nine-tenths of the families in 1938 were without cows; by 1942 less than one-tenth were without cows and most of them had two. The average number of hogs owned in 1938 was only one, with one-third having none; by 1942 all families owned one or more and the average of the group was 7 per family. During the same period the number of chickens per family increased from 27 to 52, the production of dried peas and beans increased from an average of 38 to 450 pounds per family, and syrup from 13 to 34 gallons. In 1938, less than half of the families had gardens and used fresh home-produced food on an average of only 2 months of the year. During 1942, all the families grew a 12-month garden and had fresh home-produced food throughout the year.

Another indication of the progress made through their own efforts, is found in the increase of cash income from farm products, even after allowing for an increase in the general level of farm prices. The total percentage increase in cash from the sale of crops and livestock from 1938 to 1942 was 239 percent, with a range from a low of 103 percent gain in Reynolds County, Mo., to a high of 499 percent in Beltrami County, Minn.

Wartime Adjustments.-- Given a chance to make the most of their inherent capabilities, these families have demonstrated a capacity for producing a better living for themselves and have shown initiative in making adjustments which strengthened their ability to contribute to the war.

Production of more food products for sale, raising seed for home and commercial use, expansion of farm enterprises, increased production of feed for livestock, and better utilization of native resources and family labor are among the practices adopted by project families to facilitate adjustment to our wartime economy.

Production of food.— They have shown initiative in substituting food products formerly not used at all or but little for those that have become scarce. For example, a number of families have supplemented their meat supply by raising rabbits. A majority are supplementing their sugar supply by raising sorghum cane for syrup. In Orange County, Vt. sugar rigs have been provided for farms that have maple groves and the maple syrup has been used as a sugar substitute for home use and in some instances it has been sold.

In San Miguel County, peanuts, wilt-resistant chile, and beans are being grown for sale and are marketed locally for the first time. Blue corn is being processed into meal and sold in local stores at 12 cents a pound, or exchanged for twice as much wheat flour.

Other food products, produced for sale for the first time in the different counties, include edible soybeans, apple butter, wild herbs, black walnuts, potatoes, cream, milk, mock-American cheese, blue hubbard squash and other vegetables, small fruits -- such as strawberries, raspberries, grapes, cranberries and apples -- sage, turkey, poultry, eggs, and livestock products -- pork, mutton, beef and veal. The increased production in food products has increased family income, has meant a better utilization of family labor, and has made possible the sale of products needed by the Nation in wartime.

Varying methods have been used in marketing surplus products. For example, in Knox County, Ky. the project families have a contract with a cooperative to dispose of all potatoes at the prevailing market price at the time of digging. Merchants in nearby towns are buying all surplus beans grown by the project families; some of the families increased their income by as much as \$50 from the sale of beans last year. Fifty additional acres of sorghum were planted last year; two cooperative sorghum mills were bought and cooperative marketing facilities were organized to sell the syrup. Two project borrowers peddled, in nearby mining towns, surplus products from their own and their neighbors' farms and made a net profit of more than \$200 each, in 1941. Since then the increase in products available for sale and the increase in prices have enabled them to more than double their income from this source.

Seed.— A considerable number of families have reduced their farm operating expenses by saving cover-crop, legume, grass, and turnip seeds instead of buying them each year. A good many families raised more than enough for themselves and placed the surplus on the market or sold them to neighbors some of whom have been unable to buy them elsewhere.

Feed.— Considerable savings have been effected by producing more and better feed for livestock. This is significant in that there has been a shortage of feed in some areas and the new practice of raising their own feed has released the quantity they formerly bought for sale to other farmers. The increase in the production of feed is evident in all counties. In San Miguel County, New Mex., all except four families produced enough feed for their livestock during 1942; this compares with 55 families buying feed in 1938, 46 in 1939, 27 in 1940, and 8 in 1941.

All project families in Laurens County, Ga., formerly raised little, if any, feed for their livestock but now they are raising dent corn, amber cane, millet, and rape for their hogs, cows, and poultry.

Forest products.- To economize and to offset a shortage of wire, a considerable number of families have cut and used split-rail fences to increase the size of pastures and hog lots as their livestock have expanded. Many of the families have sold wood and timber and provided wood for home use. For example, in Beltrami County, 31 families in one year earned a total of \$4,234, or an average of \$137 per family, by selling wood and timber cut from their farms during slack periods when they were not working in their crops. During the same period a total of 996 cords of wood was cut to supply fuel for heating and cooking; had this fuel been bought the cost to the families would have been not less than \$2,000, and possibly more.

Equipment.- Nearly all project families have either made or repaired some kind of farm and home equipment - neck yokes, whiffle trees, wagon tongues, homemade tractors, tool handles, sled runners, dump carts, harness, snow plows, hoe handles, stone drags, chain links, row markers, drags; chairs, tables, cabinets, beds, and quilt frames.

In one county many of the families needed to have machinery and equipment repaired but because of gas rationing and limited transportation facilities they were unable to take it to a blacksmith. A borrower who formerly was a blacksmith was granted a loan to buy the equipment for this trade. He owned an old car and a trailer, from which he built a traveling blacksmith shop. Now he repairs equipment of all kinds, much of which would be difficult to move to a blacksmith shop under present circumstances.

Expansion of farm units.- Progress has been made toward establishing economic units and enlarging farm enterprises in all counties.^{8/} The total average acreage in farms has increased by slightly more than one-fourth since the beginning of the program. Increases in the different counties ranged from a low of 3 percent in Oglethorpe County to a high of 70 percent in Beltrami County. Gains made in securing more cropland have been more pronounced. The total average acreage of cropland has increased by slightly more than one-third, and the increase in acres of cropland varied from a low of 8 percent in Mercer County to a high of 120 percent in Beltrami County.

Manpower.- These families also have contributed manpower for the war in other ways. The war has taken men and women from the project areas. In 1942, slightly more than one-half of the farmers had an average of 104 days of nonfarm employment; their average total earnings from such work was \$385. The total average earnings from this source for all project operators was \$322 - representing a 52 percent gain over the amount earned by all operators before coming into the program.^{9/}

^{8/} See appendix, statistical data table 1 for data by counties.

^{9/} See appendix, statistical data table 1 for off-the-farm employment and other related data by counties.

More than half of the operators who had work off the farms commuted, going an average distance of 37 miles to and from work. Only a little more than 10 percent of the families moved away. Of these, 15 percent sold their farms, 21 percent rented theirs, 56 percent are keeping theirs to return to when their outside work is over, and 8 percent let their farms revert to their landlords.

Ninety-seven percent of the families who have remained on their farms are still carrying out their farm and home operations. Frequently the operators prepare the land and plant the crops, and then leave their wives and children to cultivate and care for the farm until harvest time. They come home to help with the harvest, then return to their jobs until cropping time the next year.

The kind of work obtained by these farmers varied from county to county. A total of 21 kinds of work was listed: "defense," timber, mining, sawmilling, trucking, welding, carpenter, railroad, WPA, cannery, creamery, factory, nursing, State road work, driving school bus, carrying mail, farm labor, housework, tugboat, trapping, and FSA (in New Mexico development work on grazing area). Approximately four-fifths of those who got work off the farm were classified as unskilled laborers.

In addition to the farmers who found work off the farm during 1942, a total of 304 members of families other than the operators left home to enter military services, or industries or for other reasons - be married, to enter school, and the like.

Tenure.- Living on the same farm more than a year is a new and satisfying experience for many project families who were renters or sharecroppers before. Instead of oral 1-year leases most of the families now renting land have written leases covering 1 to 5 years.

Some of the techniques used to improve tenure arrangements and landlord-tenant relationships are particularly noteworthy. In Knox County, Ky., for example, a landlord bought a farm that was badly in need of improvement. Being on the alert for better tenure opportunities, the project supervisor tried to arrange a lease for a project family with this landlord. After the program was explained to the landlord, he agreed that if the family would carry out the land-improvement plan outlined by the supervisors, he would furnish materials to build a new house and barn. He agreed that the family could have all they can make on the farm for 5 years in return for their earned AAA payments.

In another instance, the landlord agreed to furnish materials to build a poultry house, repair the barn, and construct a storage house, if the tenant would furnish the labor. He agreed to furnish part of the basic soil-treatment materials, seed for cover crops for all cropland, and necessary fencing for the farm. He supplied a disk harrow, a mowing machine, and a hay rake. The tenant agreed to do as much ditching as necessary to drain 3 acres of land properly, and to grub off all hill land, cultivate it 1 year, and then seed it to pasture. The tenant was to give one-third of all grain and hay as rent during the 5-year period, receiving for himself all pasture and any truck crops grown on the farm. Before the end of the first year

the landlord said, "While it might look to some that X. Y. is getting the long end of the deal, my farm is now worth a thousand dollars more than it was when he moved on it less than 12 months ago." After observing these improvements, an adjacent owner who had refused to rent to X. Y. came to the FSA office and said, "How about you folks helping me find a renter like X. Y. - I never would uh thought he'd turn out to be such a fine farmer; I shore made a mistake by not renting to him when he tried to get me to."

In counties where the project families were buying real estate on a contract basis, several owners agreed to give deeds and take first mortgages. Some timber companies changed their contracts to extend over a longer period. One operator made a contract to buy a 40-acre farm through an agreement whereby he will turn over the proceeds over and above expenses from 2 acres of berries for a period of years. In Thurston County, Wash., 13 families who were buying their farms on either a contract or a short-term mortgage basis, improved their tenure by switching to long-term mortgages through the use of Farm Home Improvement loans. Eight other families obtained additional land during 1942 to complete their farm units, either by leasing outside land or by buying it under the Farm Home Improvement Program.

The flexible farm lease has been popular in all counties and has been used by all project renters in Orange County, Vt. One family had a lease dated in 1939 that was written for a 10-year period; it calls for the payment of 6 years' rent in advance with the opportunity of buying the farm at the end of 3 years - the advance rent to be applied to the purchase price. Other leases require that rent be paid in monthly or quarterly payments. In others, repairs have been made in lieu of rent for the first year. Most of the leases contain an option to buy any time during the period of the lease.

Families with mortgaged farms have benefited through reduced interest rates and other adjustments. For example, a mortgage on one farm was rewritten, cutting the interest rate from 6 to 4 percent and discounting \$100 in delinquent interest. This was accomplished by improving the farm buildings. Another borrower bought a farm, with no down payment, for \$800 at 4 percent and payment of \$25 per year on the principal. When he has paid \$400 on the principal, the deed will be given to him and a mortgage taken for the balance. One family was able to buy a farm from a bank without making a down payment; arrangements were made to have the family pay the principal by money obtained through the sale of timber on the farm.

Land and Farm-Management Practices.- Lack of sufficient and productive land was a problem common to most families at the beginning of the experiment. This was a result of a combination of varying factors. For example, the acuteness of the land problem in Knox County, Ky. resulted not only from misuse but also from continued subdivision of farms to help young people who were trying to start on their own. Some farms that once supported only one family must now support from six to eight.

What happens when families multiply while the land area remains the same but is robbed of its original fertility? Here is a case history.

Some 40 years ago John Doe and his wife lived on a 300-acre farm, of which approximately 60 acres were tillable. Now this couple and the families of their three sons and three daughters and four other tenant families - 42 persons - are trying to make a living by cultivating the same piece of land on which John and his wife once lived alone, and which has been divided, subdivided, and neglected during the last hundred years. John Doe's great-grandfather came from North Carolina to Knox County soon after the Civil War. He bought a large tract of land, maintained a relatively high level of living, and was considered a wealthy man. He traded livestock, sold timber from the hillsides, and farmed the rich bottomland. He had a large family and his children in turn had large families.

With each hard rain the denuded hillsides, robbed by Grandpa Doe of their soil-holding trees, poured topsoil into the bottomland. This choked and clogged the creeks, causing them to overflow and to zig-zag across the bottomland cutting large fields into small pieces. After a while, the Does, like the rest of the families in this area, abandoned the bottomland that had become too wet for cultivation and began to cultivate the exhausted hillsides. When this soil failed to bring good crops, - they too became poorer and poorer each year.

To rebuild and reclaim the land meant a complete about-face in farming methods. The families in the selected area had to make a concerted effort to establish an effective drainage system.

The wet swampland had long been recognized as a menace but nothing had been done about it. Since the beginning of the experiment more than 400 acres of the once-useless swampland has been brought into cultivation. At least 85 percent of the land was cleared of swamp alders and other bushes, extensive grubbing was done and choked channels were cleaned. Approximately 35,000 feet of open and covered ditches were constructed. This work was done by the borrowers, at little or no cash cost.

Practically all of this land has been treated basically and is now producing good crops including corn, Lespedeza, and red clover. For example, after swampland reclamation one farmer, in 1942, harvested 15 tons of good hay on the same bottomland from which he had previously cut less than 3 tons of such poor quality that his livestock did not want to eat it. After receiving basic soil treatment, land on which he previously could scarcely grow corn, is producing more than 40 bushels per acre. Many hillside fields heretofore used for cultivated crops have been seeded to pasture while the cultivated crops are grown on the level bottomland. In 1940, project families alone seeded more land to cover crops than had been seeded over the entire county during any previous year. For every acre of land in cover crops in 1938 there were 100 acres in 1941. Similar soil-building and restoring activities have been carried out by families in all the counties in this experiment.

The lack of enough land to provide economic units and full-time work is still a problem among several project families, but many have either bought or rented enough additional land to round out their units.

Financial status.- Because of their limited assets and proportionately heavy indebtedness, the credit of these families was exhausted at the time they applied to enter the experimental program. In many cases their neighbors had declared that they never amount to a hill of beans, no matter how much help they were given. Yet, with a little money and sympathetic guidance many have proved to be a good credit risk and people of commendable character, who have more than met their obligations. Although the total repayments due on loans totaling \$448,162, was only \$155,622 by the end of 1942, the repayments made by the families during this period totaled \$162,014 and many had repaid their loans in full.

Financial progress is noted particularly in increases in income and net worth 10/ even after allowing for the general rise in price levels. Whereas the cash income was formerly only \$372 per family, - in 1942 it was \$738. The increase varied from county to county. The lowest gain of 44 percent occurred in Grayson County, Va. and the highest, 513 percent, in San Miguel County, New Mex. By 1942, a gain of 63 percent had been made in their total average net worth.

Health and Home Environmental Facilities

Health.- The need for more adequate medical and dental care was universal among project families at the time the experimental project was initiated. Many had been unable to have a doctor at the birth of a child, - minor ailments had developed into chronic cases, and dentistry was exceptional. Complete physical examinations for each member of every project family in Laurens County, Ga. showed the following facts: 44 women were in need of repairs of the perineum, 141 persons had diseased tonsils, 196 had defective teeth, 12 were tuberculosis suspects, 6 had hernias, 8 had hemorrhoids, 17 had pellagra, 63 children had developed rickets, 26 males needed to be circumcised, 2 women needed tumor operations, 9 had varicose veins, 1 case of ectopic pregnancy needed attention, 1 person was in need of treatment of tularemia, 70 had defective hearing, and 75 were suffering from hookworm. The first corrections made during 1940 consisted of the removal of the 2 tumors, treatment of the tularemia patient, and an operation for the ectopic pregnancy. In addition, 24 women had repairs of the perineum, 6 hernia and 99 tonsillectomy operations were performed, 6 cases were treated for varicose veins, and 22 males were circumcised.

Meeting needs through group medical care.- By 1942, more than half (56 percent) of the project families were participating in medical programs. All families in the two Georgia counties are members of both a medical and dental-care service. A group medical service has been organized in all except Thurston and Beltrami Counties, 11/ considerable effort has been made to get this type of service for families in these counties but in each instance the plan was rejected by local physicians.

The annual fee for participation in the medical program in Orange County ranges from \$16 for a family of two, to \$20 for a family of six or more.

10/ For additional statistics regarding financial progress by counties see appendix, statistical data, table 1.

11/ See appendix, statistical data, table 1 for members by counties.

The average dues per family are approximately \$18 a year, plus a \$10 fee for confinement cases. The medical service includes treatment and care in the doctors' offices and in the homes, as well as complete physical examinations or check-ups from time to time. Whenever possible, hospital care is obtained at a minimum cost through the use of staff physicians, wards, and occasionally the use of free beds.

A dental program has not yet been developed in Orange County, but dentists in the area have made special rates to the project families. Several families have taken courses in Home Nursing through the local Red Cross and educational meetings are held frequently to acquaint the families with a safer and more healthful way of living.

Another example of health programs being operated for the benefit of needy families is found in Reynolds County, Mo. The annual membership fee, regardless of size of family, is \$23 of which \$16 is set aside for physicians' services, \$6 for surgeon and hospital fees, and \$1 for administrative purposes. Doctors are paid 50 percent of their bill every 3 months. Then at the end of the year, any funds accumulated above the amount already expended are prorated among the doctors and hospitals. When the program was organized, the participating doctors were doubtful as to its ultimate success, but, after reviewing a detailed report of the activities of the program at the end of the year, they have been instrumental in getting similar programs organized in other counties. Records at the end of the first year showed that 80 percent of the bills rendered by the physicians had been paid, of all those rendered by the surgeons and hospitals had been met, and sufficient funds were left in the surgeon's pool to return \$3.65 to each family. One doctor said that previously one-half of these services would have been on a charity basis, and payments for their remaining work would have been very slow.

Improvement through better diets.-- Project families have acquired the equipment and knowledge necessary to prepare properly the food they grow. In 1938 not a single project family in Laurens County, Ga. had ever owned or operated a pressure cooker or a hand mill. Today they all own pressure cookers and know how to use them in canning and preparing nourishing hot meals to take the place of cold or fried snacks; care has been taken to see that this is true. It is easy for the families to now plan well-balanced and nourishing meals. The families use hand mills to make peanut butter, to grind corn meal and whole wheat flour, and to chop feed for chickens and livestock.

One family in Reynolds County, Mo., who had canned no food the year before the experiment, was awarded first prize in a county-wide contest in 1940. They canned a total of 1,686 quarts of food. Their previous canning experience was described by the father as follows:

"Before we came on the program I used to always go to town in the spring and buy two or three little packages of bunch beans and a few onion sets to plant, so we could have a little to eat during the summer. We never had any beans left to can after we got through eat'n off them. We'd always plan to have cornfield beans to can later, but somehow the drought or something always got them. When we first come on the program, we signed up for a

garden package, like the supervisor recommended. When we got it we opened it up, I'm telling you we never seen so much seed and stuff. Looked to us like there was enough seed for the whole community. I told my wife I thought they'd made a mistake, or else they expected us to eat a part of the stuff. So we decided I'd better go to town and see the supervisor before we did anything. Well sir, they told me for a family of seven like I had, that wasn't too much seed to plant. The wife and children had a lot of fun joking about what in the world we'd ever do with all the food we'd raise from the seed. We gathered 30 big lard cans full of green beans that year. We canned all sorts of stuff and never had so much to eat in all our lives. My wife used to say, 'Well, what am I gonna cook when there ain't nothing to cook?' We never had any too much to eat and there was 5 months before we started in the program that we had nothin' but cornbread and turnips. No sugar, coffee, or nothin'. My grown daughter took cold cornbread without anything to eat with it to high school for her lunch. Now, by golly we can go to the storage house and take our pick of jest about anything abody could think of to eat. We've got 'bout six or eight kinds of meat - pork, mutton, beef, squirrel and chicken - all kinds of vegetables, soups, berries, relishes, and fruits, and fruit juices, besides all our dried and stored stuff. If you was to offer me \$500 for our pressure cooker and I knowed I couldn't get another one. I wouldn't sell it."

Improvements effected in the health status of project families in all counties are reflected in their appearance, improved morale, and ability to carry on farm work more efficiently.

Better Housing.- Housing conditions prevalent among project families had been deplorable. Approximately one-half of the houses occupied by these families were too small to accommodate them comfortably. Families of five and six members, regardless of age or sex, were often forced to sleep in the same room. Houses fairly adequate in size were usually old, dilapidated, and poorly ventilated. One-half of the dwellings were unscreened and only one-fourth were rated as having screens in good condition. In some counties only 10 percent of the houses occupied by project families were screened. Closet and storage space was virtually nonexistent.

To provide better housing and farm facilities an extensive building and home-improvement program has been necessary. Native materials and once-idle family labor are being used to enlarge overcrowded living quarters and to make repairs. For example, in Orange County, Vt., buildings occupied by families were in very poor condition. To avoid indebtedness, repairs were planned over several years. The most essential were made first. Native timber was used chiefly - logs were sawed at a local mill where the sawing bill could be paid with lumber. Fieldstones and sand were mixed with cement for foundations, cellar walls, and steps. Several families used cement block, manufactured nearby, to build chimneys; the blocks cost less than brick and the families could do the work themselves. In some instances, families required instructions in making repairs, but many problems were taken care of through group instruction. Families took pride in telling other members of the group just how they did a particular job. Through such discussions and exchange of ideas, much worth-while information was disseminated. Out of a total of approximately 1,742 days of labor devoted to home

construction and improvements in 1940, hired labor was used only 119 days and the total cost of this labor was only \$480; family workers did the rest. Most of the hired labor was used in building new silos. Many minor repairs, requiring less than a day's work were not reported.

In San Miguel County, New Mex. all houses occupied by project families have now undergone some interior and exterior improvements. The families have worked in groups or have exchanged work with more skilled neighbors. Materials used were adobe for walls, rough timber for beams and rafters, clay for plaster and wall finish, and flagstones for walks and porch floors. The only materials bought were lumber for flooring and window frames, roofing, hardware, paint, and screening. Former skills in masonry and the laying of adobes have been expanded through using equipment from the community shop.

Savings made possible through the use of family labor and native materials is exemplified by construction in Beltrami County, Minn. Here 13 houses and 21 barns were built during the period 1939-42, hired carpenters helped with only 5 of the houses and 7 of the barns. The cost of these buildings varied. One family whose house was burned in May 1941 moved into a garage; the father gave up a log-sawing job and, with the help of his three young sons, dug a basement and cut logs for a new house. His regular farming and his crops were not neglected. He paid another borrower \$5.20 for one day's work in building the chimney; all other work was done by the family, often after the days' work in the fields had been finished. By October the house was near enough done for the family to move in. This 26' by 28' frame house, with basement, shingle roof, and plastered interior, is estimated to be worth at least \$2,000. The total cost including lumber, nails, electric wiring, fixtures, paint for interior and exterior, kitchen cupboards, storm windows, screens, and a cistern was only \$375.

Another family built a five-room house with a full basement and a brick chimney for only \$700; a construction engineer estimated the value of this house to be \$2,000. Hired labor was used only 1 day but 7 days' help was obtained by exchanging labor with relatives and friends.

Improved sanitation facilities.- Achievements in safeguarding health and physical efficiency against contamination and unsanitary conditions have been outstanding. Unsanitary conditions, previously prevalent among these families, presented one of the most difficult problems. A majority of the families did not have a safe supply of drinking water, their homes were unscreened, and if they had toilets, they were of an unsanitary type. Today most of the families now have a safe supply of drinking water, screened homes, and sanitary toilets. In San Miguel County, New Mex., for example, families were drinking water from irrigation ditches - just as their forefathers had done. Now 12 cooperative wells have been dug and adequately protected to provide a safe supply of water for every member of the community. Classes in sanitation have been conducted in cooperation with local teachers and the rural school supervisor. A group of children examined samples of ditch and river water through a microscope; as they had recently been schooled in the danger of contaminated water, they were shocked to see the germs they called "little animals." Parents were impressed when their children told them about it - better sanitary practices were observed. During 1941 the screening of every house in the community was completed, and every family had a sanitary privy.

Families in all the counties have become aware of the value and need for a better way of living. One mother said, "It's funny how a body sometimes has to get out of reach of danger before they can see it and be scared. When I look back now I wonder why we didn't all be sickened to death eating such awful food and living crowded like pigs in a pen."

Social Advancement

Reactions of the people.- "I never had a chance to get much schooling. There is so much I would like to know. All my life I've wanted a chance to learn and seems like now the help the supervisor is giving me and the things I've learned at group meetings are just what I needed and wanted. I don't feel so shut off and alone anymore," was the way one mother expressed it. Most of these families had very little formal schooling, and had few clothes, so they previously took little if any part in community activities. But as they have increased their income and property, improved their way of living, and contributed food and manpower to a Nation at war, their place in the community has changed.

In Orange County, Vt. the social advancement made by project families was described by the supervisors - "The progress these families have made is reflected in their change of attitude toward the program and the change in attitude of the townspeople toward the families. The attitude of the townspeople was that these families were 'Government paupers,' so the families were not eager to have it generally known that they were connected with the program. The fact that they made real progress, came back into the life of the community, and now take an active and respected part in its affairs has brought about a complete change in the attitude of the townspeople - they now respect these families and recognize their ability as possible leaders and as functioning members of their community."

Progress through cooperative activities.- Group meetings and discussions have been effectively used in spreading information and stimulating interest in organizing cooperative services. In addition to savings, these services have taught families better selection of seed, fertilizer, feed, and livestock. Most families were accustomed to using unselected home-grown seed. In one county hybrid corn and certified seedpotatoes, had never been used by any project family before they came into the program. Fertilizer was used without thought as to quality - families usually bought it by asking for "garden", "corn", or "potato" fertilizer. They bought cheap or low-grade protein concentrates to supplement home-grown feeds, and livestock was bought without consideration of breeding.

Considerable difficulties were experienced in organizing cooperatives in some counties but, by 1942, 400 families had become members of one or more cooperative services other than health.12/

12/ See appendix, statistical data, table 1 for data by counties.

Emotional Needs and Responses

Emotionally these families needed security; they needed to experience the feeling of being wanted; they needed a chance to be contributing members of society. Supervisors in all counties agree that group activities have done more to fulfill these needs - to stimulate production, create unity, and effect social adjustments among the families - than anything else.

To dispel the feeling of inferiority, distrust in humanity, fear of meeting new situations, and so-called relief psychology; to strengthen family solidarity and to break down resistance to change - these difficult tasks had to be done before economic progress could be made. At first, evidences of changing attitudes were seen only in isolated acts - old habits and reactions predominated. Gradually new attitudes appeared with greater frequency and certain old ones were less observable. To contribute to the welfare of their community and the war gave them new confidence. Better health, clothes, housing, a more cheerful environment and new associations have contributed greatly to a different kind of interplay among personalities in family groups. Explosive or sullen reactions have been replaced by more pleasurable, satisfying and constructive relationships - life has taken on a new meaning, stimulating new hope and greater efforts.

APPRAISAL

The first 4 years of this experiment in rehabilitating rural families at the very bottom of the socio-economic ladder have demonstrated that there is hope that many of them can better their condition and maintain the improvement if society will provide the opportunity.

In attempting to make any appraisal of achievements, the low level from which these families made their initial start must be kept in mind. The economic and social ills of such disadvantaged families cannot be cured overnight. Even after the correct treatment is discovered, it takes time to get results.

Of course among the 606 families there was a wide variation in character, ability, work habits, attitudes, and family problems. Likewise there was wide variety in the progress made toward self-support. By the end of 1942, supervisors reported three-fourths of the families as self-supporting and 13 percent had completely repaid their loans.

The struggle for freedom from want for most of the families was in no sense completed -- even though many were moving up the ladder -- for gross cash incomes in 1942 averaged only \$738 per family. The important thing is that enough of the families have made sufficient progress to demonstrate that the tools and techniques used in this experiment -- even with many obstacles to be overcome -- can produce results.

To get good results requires a highly individualized approach in each case and a supervisor who, in addition to technical farm and home-management knowledge, has sufficient understanding of human behavior to meet the personal and social problems of families. Perhaps most of all the experiment revealed the importance of small, common-sense things when helping people help themselves.

Even with the best intensive supervision and with full family cooperation, lack of physical resources sets a low ceiling on the incomes and levels of living of many families. Opportunities for adequate land and equipment and for industrial work will determine how far above this low ceiling many of these families will rise.

Whether the costs of such an approach to rehabilitation are justified in either the short or the long run -- grants of \$520 per family in a period of 4 years, the probability of some loans not being repaid, the salaries of supervisors and overhead administrative costs -- must be determined as a matter of public policy. Costs must be weighed against the expense of maintaining families at relief levels, of wasted manpower, of blighted hopes, of society's obligation to families such as these, who had given 130 of their members to the armed services of their country by the close of 1942.

APPENDIX

Description of Sample Counties

<u>Counties and States</u>	<u>Total No. Families</u>	<u>Problems of the Project Areas</u>
1. Laurens, Ga.	66	Relatively large proportion of white sharecroppers - little or no attention given to any other than cotton. Poor tenure and land. Prevalence of disease that follows in the wake of malnutrition and poor environmental conditions.
2. Calhoun, Ga.	50	Cotton plantation before World War I - relatively large proportion of Negro sharecroppers. Neither sharecroppers nor landlords have recovered from collapse of post-war cotton prices and the boll-weevil. Submarginal land - poor tenure.
3. Mercer, W. Va.	61	A combination of small poor hill farms and the loss of supplemental work in timber and with the railroads resulted in acute agricultural distress in this section of the Southern Appalachians. Destructive system of agriculture became intensified as supplemental income was more limited. Many families farmed from necessity rather than choice. Relief load heavier in this locality than in any other part of the county.
4. Knox, Ky.	113	Outside the heart of the coal mining areas in one of the poorest sections of the Southern Appalachians. Unable to use their best land, virtually every foothill farmer in the locality needed help. Loss of timber and severe erosion had denuded hillsides and caused a serious drainage problem in the creek bottoms - the only suitable cropland.
5. Grayson, Va.	59	A section of the Southern Appalachians broken by mountains and high hills-small poor hill farms-soil known locally as "sandstone and slate." Relatively isolated families living hand-to-mouth fashion without social or economic security.

6. Grundy, Mo. 13/ - Scattered poverty-stricken farmers with utterly inadequate resources in a relatively prosperous farming area. Deporable conditions of families was striking because of contrast with their neighbors.
7. Reynolds, Mo. 51 Timber, the major natural resource, exhausted. Good land scarce, being confined to creek bottoms and narrow valleys. Hopes dimmed by repeated failure of efforts.
8. Beltrami, Minn. 57 A new frontier in the cut-over area. Populated by settlers interested in land for its farming possibilities. Majority of families dependent on relief because of under-developed farms and dwindling jobs off farms.
9. Orange, Vt. 41 Milk the only "cash crop". Very little nonfarm work. Poor rundown farms and lack of credit to improve. Withdrawal of families from community and social gatherings because of poverty-stricken conditions. Morale very low.
10. San Miguel, N. M. 50 Within the heart of the more heavily populated Spanish-American areas. Scarcity of land and water. Because of loss of grazing-land rights members of home-loving and well-integrated families were forced to seek work away, to get cash to support their families.
11. Thurston, Wash. 58 Part-time farming. Majority of families previously loggers, mill workers, and casualties of other industries of the depression. Had settled on the cut-over land because they could buy it for little or no down payment. Existed through the depression from WPA and whatever part-time work they could find.

13/ Plans for the development of the program here did not materialize because of (1) lack of understanding as to the territory to be embraced in sample area (2) need for clarification as to whether research or the actual rehabilitation of families was to receive most emphasis in conducting the experiment and (3) inability to find personnel equipped to carry out the experiment successfully.

Description of Characteristics of Project Families
at Time of Entering Experiment

Personal Data

1. Residence
Three-fourths of the families has lived in the same county for 20 years or longer. Average length of residence at location at time of application covered 30 years. Only 1/6 of the families had lived in the same county less than 10 years.
2. Farm Experience
Most of their work experience had been in farming; the average was 19 years.
3. Age
Most men were under 45 with 3 to 9 children. The average age for all operators was 41 years. The average for the homemakers was 35 years.
4. Education
Average number of grades completed by the operators was 5.5; by the homemakers, 6.2. According to case histories, a number reported as having completed 2 to 3 grades could do little more than write their names and some could not do that.
5. Size of family
Average number of persons per family was 5.3 but more than one-third of the families had from 6 to 9 children. More than three-fourths of the children were under 16 years of age.

Economic Status

1. Tenure
Slightly more than one-half the families were full or part-owners. Percent of ownership is highest on cut-over forest land in Beltrami and Thurston Counties where land available for crops was less than in other counties. Tenancy was predominant in Laurens and Oglethorpe Counties where 98 to 100 percent of the families were renters.
2. Size of farm
The average farm contained 73 acres with only about 25 acres suitable for crops.
3. Livestock
Livestock was universally of the "scrub" type. Nearly half the families, and in several counties more than 3/4, were without milk cows. Families without other livestock ranged from more than 1/3 without hogs to more than 3/4 without sheep. Nearly 1/4 had no chickens - the average number per family was 27.

4. Net Worth

Average net worth of all families was \$663 with a range from \$72 in Laurens County to \$1,264 in Thurston County. If equity in farm land is omitted the average was reduced to \$271 with a range from \$72 in Laurens County to \$269 in Thurston County.

5. Income

Average total cash income the year before entering the experiment was \$329 - many had less. In Oglethorpe County more than half the families had cash income of less than \$100. Of total cash income, an average of \$117 came from the farm. About 80 percent of families had nonfarm work. Average number days reported by families having worked was 121. Average earning from nonfarm work was \$242 per family, more than half received less than \$200. Average daily wage was \$1.98 with a range from \$0.75 in Laurens County to \$285 in Beltrami County. Nearly 2/3 of the families received relief in some form the year previous to the experiment. The average amount received per family reporting was \$128.

Environmental and Health Status

1. Food

Inadequate incomes and no gardens caused nutritional deficiency in diets of families. About 1/3 were without milk the entire year and 1/4 did not have eggs. Average quarts of food canned was 124 per family - nearly half canned less than 75 quarts and more than 1/5 did not can any.

2. Housing

About half the houses were too small to comfortably accommodate families - sometimes from 5 to 6 members slept in same room regardless of age or sex. Houses fairly adequate in size were usually dilapidated and poorly ventilated - only 1/2 had screens and 1/4 of screens used were in poor condition.

3. Equipment

Many families did not have a change of bed linens or enough quilts and blankets to keep them warm. Very few had adequate bedding - many children slept on straw mattresses on the floor. Average number of beds per family was 2.9, while the average family had 5.3 members. Extreme shortage of cooking utensils and dishes. Comparatively few families had washing machines, radios, telephones.

4. Health and Sanitation

Majority of families were undernourished and had defects and disabilities which sapped energies and lessened productive efficiency. A medical survey conducted in Laurens and Oglethorpe Counties revealed that about 75 percent of those examined had defective teeth; 50 percent diseased tonsils; 21 percent rickets; special diets were recommended for about $\frac{2}{3}$ of all families.

Community and Organization Participation

1. Religious

Although churches served as focal points of social activities in most of the project communities only about half the families took part during the period 1933 through 1938.

2. Governmental

Throughout the period 1933-38 considerably more than one-half the families received no benefits from the AAA and about $\frac{3}{4}$ who, in the main, live on impoverished and submarginal land, reported no participation in SCS programs.

3. Business and Educational

Organizations which should have furnished information and services to farm more efficiently have failed to do so to any noticeable extent. In some counties, not a single person was touched by or received benefits from any business and educational organizations such as livestock breeders' associations, cooperatives, vocational courses, FFA, 4-H clubs. There was not a county in which $\frac{1}{4}$ of the families had any member who held appointive or elective position in any public or private organization during 1933-38.

Personality Traits

1. Effects of relief

Approximately $\frac{2}{3}$ of all families had received relief in some form. Many were demoralized - their initiative was dulled and their sense of self reliance undermined - they had lost confidence in ability to help themselves and meet new situations.

2. Social isolation

Lack of clothing and depressed conditions had prevented part in community activities and retarded neighborly cooperation.

3. Emotional stress

Economic stress, poor health and living conditions created personality problems resulting in strained family relations and lack of responsibility toward community and family obligations.

Work Program Plan
(Prepared by Beltrami County, Minn. Personnel - 1940)

Phase of Program	Goals	Factors Creating Problems Involved In Attaining Goals	Plans For Attaining Goals
1. REAL ESTATE			
A. Land development	A. Provide for each family sufficient crop acreage and total acreage to make a family-size unit	<p>A.</p> <ol style="list-style-type: none"> 1. High cost of clearing 2. Labor necessarily involves much time, requiring years to complete the task 3. Insufficient total acreage in present farms 4. Lack of financing 5. Undeveloped farms bought within a period too recent for complete development at this time 6. Insecurity of tenant due to inability to meet from income the schedule of payments on present real estate debt. 	<p>A.</p> <ol style="list-style-type: none"> 1. Create wish for cleared acreage by showing how feed and seed costs will be reduced and income increased. Accomplish this through effective use of the farm and home plan and record book 2. Encourage: <ol style="list-style-type: none"> (a) Slashing during the winter (b) Close cutting, spring and fall (c) Grubbing by man labor and dynamite as needed (d) Hiring of bulldozer (e) Use of stump puller and horse power 3. Through use of farm plat in account book (revising each year) to show location and size of fields for various crops; also the clearing and breaking to be done. (Copy of farm plat on Supl. 1 to RR 14 in field folder.) 4. Purchase of additional suitable farm land on easy-term contract as planned in present farm plan. Use SRE loans where needed. Encourage leasing of additional cropland.

Phase of Program	Goals	Factors Creating Problems Involved In Attaining Goals	Plans For Attaining Goals
B. Soil	B. Insure proper improvement and maintenance of soil	1. Lack of appreciation of importance	B. Encourage: <ol style="list-style-type: none"> Proper crop rotation Correct use of fertilizer Cooperation with AAA, SCS, Forest Service, Agr. Ext. Serv. Attendance at cooperative agencies meetings
C. Buildings - Fences	C. Provision of farm buildings and fences 1. satisfactory to unit, 2. family, and area - barn, dwelling, privy, sheep barn, storage space, root cellar, ice house, etc.	1. Insufficient income 2. Satisfaction with a low standard. Felt incapable of attaining a satisfactory standard 3. Inability to plan ahead 4. Lack of resourcefulness 5. Lack of financing in past 6. Insecurity of tenure on present credit terms and with present income	C. Using services of FSA construction division personnel who will develop specific practical plans with family and supervise construction <ol style="list-style-type: none"> Encourage: <ol style="list-style-type: none"> Cutting of logs and fence posts on own farm Utilization of as much native lumber as possible in building Secure planning assistance of Sanitary Engineer, State Dept. of Health (District Health Unit) Help plan for and finance building improvements on a practical basis
D. Water	D. Provision on each unit of satisfactory water supply for family and livestock	1. Insufficient income and financing 2. High cost of drilling wells	D. Provide necessary financing through loan to: <ol style="list-style-type: none"> Drill new wells where needed Improve present well where necessary <ol style="list-style-type: none"> Advise regarding proper placement (Coop. of Health Unit Sanitary Engineer)

Phase of Program	Goals	Factors Creating Problems Involved In Attaining Goals	Plans For Attaining Goals
E. Farmstead	E. Attain satisfactory level of farmstead improvement and upkeep to improve appearance of the farmstead and stimulate development of family pride	E. Temporary nature of previous construction 1. Limited information and experience 2. Present community standards 3. Inadequate funds	1. Emphasize: (a) Improvements of more permanent nature (b) Driveways and lanes (c) Chimneys (d) Foundations 2. Encourage orderly yard and buildings 3. Help to plan for and finance improvement and upkeep 4. Focus attention on safety measures and fire hazards
II. Crops	A. Production on all units of maximum feed and seed requirements	A.-B.-C. 1. Insufficient cleared acreage at present 2. Value and possibilities of home-produced feed and seed not always recognized by family	A.-B.-C. 1. Progressive long-time planning with families 2. Provide subject matter through home visits, bulletins, attendance at Extension or Vocational Educational group meetings 3. Encourage use of improved varieties of seed 4. Plan with family for financing private or cooperatively owned equipment
B. Cash crops	B. Production of some cash crop as source of supplemental income and better use of family labor	1. Relatively limited information concerning crops 2. Lack of necessary equipment and machinery to produce special crops	
C. High return crops	C. Production of high-return crops to the maximum possible in a suitable crop rotation on all units		

Phase of Program	Goals	Factors Creating Problems Involved	Plans For Attaining Goals
D. Plant disease and weed control	D. Use disease-prevention and control methods for all crops and follow good weed-control practices for increased crop yields	D. 1. Present infestation of fields 2. Frequent use of diseased seed 3. Limited knowledge concerning control of disease and weeds	D. 1. Provide information on seed treatment, seed varieties, field management, etc. 2. Encourage use of tested seed of adaptable varieties through individual contact, bulletins, attendance at Extension or Vocational Educational Group meetings
E. Pasture	E. Provision of adequate pasture, through improving permanent pastures and supplementing with rotation pasture to assure full feed through the pasture season	E. 1. Absence of fences 2. Too much woods and brush 3. Rotation pasture limited by small cleared acreage	E. 1. Encourage clearing of brush and thinning of trees, through supervision, to increase and improve present pasture 2. Increase cropland to provide some rotation pasture where needed
F. Garden	F. Production of garden large enough to supply adequately each family's needs	F. 1. Monetary and nutritional value not fully appreciated by families 2. Past habits of gardening 3. Lack of adequate canning and storage facilities 4. Limited skills in preservation and storage 5. Limited information regarding all garden crops 6. Dietary habits	F. 1. Provide for definite allocation of field space on the farm for garden, Show in plan. 2. Help family build specific garden plan to meet individual need. Buy seed in accordance with this plan 3. Visit farms frequently during garden season to encourage following of plan 4. Show economic value through use of record book. Large supply of garden produce reduces amount spent for food and amount used of more expensive farm products, such as meat, butter, eggs. 5. Emphasize value of well-balanced diet 6. Advise on improvement and addition of storage facilities

Phase of Program	Goals	Factors Creating Problems Involved In Attaining Goals	Plans For Attaining Goals
III. LIVESTOCK			1 50 1
A. Herd and flock improvement	<p>A.</p> <ol style="list-style-type: none"> 1. Provide livestock set-up suitable to family and the farm unit which will provide for year-round subsistence and an increased income, distributed over the year, from several sources 	<p>A.</p> <ol style="list-style-type: none"> 1. Limited available supply of good foundation livestock 2. No testing records 3. Inadequate appreciation, experience, information, etc. 4. Lack of farm-produced feed and high cost of purchased feed 5. Unimproved pasture 6. Limited livestock experience 7. Primitive stage of development of entire farm unit 8. Buildings too small and too poor for adequate protection in winter 	<ol style="list-style-type: none"> 1. Provide financing guidance and assistance in buying (Assistance in gaining) 2. Encourage: <ol style="list-style-type: none"> (a) Retention of high-quality animals and their increase (b) Intelligent culling of livestock and poultry (c) Balancing livestock unit with available feed supply. Enlarge livestock set-up at a rate consistent with land clearing 3. Plan for privately or cooperatively owned sires 4. Provide for cooperative cow testing 5. Provide practical detailed plans for building, remodeling and repairing barns and other outbuildings. This work supervised by FSA Construction Division Personnel and County and Home Management Supervisor
B. Feeding	<p>B.</p> <ol style="list-style-type: none"> 1. Develop farmer's ability to practice proper feeding for highest returns at minimum cost 	<p>B.</p> <ol style="list-style-type: none"> 1. Limited livestock experience 2. Inadequate appreciation, experience, information, etc. 3. Lack of farm-produced feed and high cost of purchased feed 4. Unimproved pasture 	<ol style="list-style-type: none"> 1. Encourage feeding balanced rations for highest returns with emphasis on home-produced feed and improved pastures 2. Thorough study of account records, show value of proper feeding

Phase of Program	Goals	Factors Creating Problems Involved	In Attaining Goals	Plans For Attaining Goals
C. Disease and parasite control	C. Use disease and parasite prevention and control methods to obtain increased net returns	C. Lack of appreciation of importance of disease and parasite control	C.	Encourage: T.B. and Bang's tests 1. Demonstrate and encourage sheep, drenching, dipping, docking and castrating, delousing of cattle, etc. 2. Encourage attendance at Extension meetings and Vocational Educational meetings where subject is discussed 3. Advise concerning: D. Sanitation and marketing of livestock products 1. Conditioning of and time for marketing livestock
D. Marketing	D. Develop ability of marketing livestock and livestock products at proper time and through proper channels which will provide highest returns	D. Limited experience in marketing livestock and livestock products	D.	Advise concerning: 1. Sanitation and marketing of livestock products 2. Conditioning of and time for marketing livestock
IV. POWER AND EQUIPMENT	IV. Provide for access to sufficient power and well-maintained equipment to accomplish economically the necessary work	IV. 1. Size of unit too small to maintain the overhead on necessary equipment 2. Lack of proper financing in the past	IV.	Finance necessary purchases and replacement where unit will support 1. Encourage and arrange for: (a) Exchange of equipment (b) Constant maintenance through care and repair (c) Protection from weather 3. Plan for cooperative ownership 4. Plan for necessary replacement 5. Plan to raise colts to replace older horses and to furnish adequate power (a) Discourage use of tractors on these small units (b) Point out economy of horsepower because of lower cash expense

Phase of Program	Goals	Factors Creating Problems Involved In Attaining Goals	Plans For Attaining Goals
V. FAMILY			
A. Living from farm	A. Provision of maximum living from the farm by all families	A. <ol style="list-style-type: none"> 1. Family food and planning habits 2. Inadequacy of feed to carry over subsistence poultry and livestock 	A. <ol style="list-style-type: none"> 1. Develop appreciation of importance of varied and well-balanced diet from nutritional and monetary view-point through use of charts, bulletins, examples, record book summaries, etc. 2. Develop progressive plans with each family for year-round food supply. Begin with family where it is now. 3. Demonstrate acceptable and safe methods of preservation and storage, canning, drying, smoking, curing, etc. 4. Plan for adequate garden as explained in 11-F above. 5. Encourage and help with demonstrations, advise, and provide necessary subject matter for the following: <ol style="list-style-type: none"> (a) Canning and curing meat for summer use (b) Development and maintenance of family-size poultry flock (c) Cultivation of berries, rhubarb, asparagus, etc.
B. Housing	B. Economical housing which will provide a safe, healthful, comfortable, and reasonably convenient place in which to live and raise a family	B. <ol style="list-style-type: none"> 1. Lack of income 2. Temporary nature of present buildings 3. Living habits 	B. <ol style="list-style-type: none"> 1. Help in development of plans when new houses are to be built or additions made on present houses (See Farm Buildings - 1-C) 2. Encourage and advise concerning: <ol style="list-style-type: none"> (a) Painting, whitewashing, calclmining.

Phase of Program	Goals	Factors Creating Problems Involved In Attaining Goals	Plans For Attaining Goals
C. Clothing and bedding	C. Develop families' ability to obtain and maintain adequate clothing and bedding at minimum expenditure of money	1. Limited income and equipment 2. Need for appreciation of value in relation to cost and need 3. Limited skills	1. Help get needed sewing equipment where lacking 2. Encourage and give assistance in (a) Renovation (b) Remodeling (c) Home construction of clothing, sheets, comforters, mattresses (d) Utilization of home-produced wool (e) Simple shoe repair (f) Home-knit hose, mittens, sweaters 3. Help in repairing sewing machines where necessary 4. Provide available patterns 5. Give assistance in buying
			B. 2. (a) (Continued) papering walls and woodwork at minimum cost (b) Repair and renovation of furniture (c) Making orange-crate and other home-made furniture (d) Adding, improving, or building new storage spaces such as cupboards, root cellars, etc. (e) Assisting in solution of house-keeping problems and development of new skills (f) Acquiring essential equipment at minimum cost

Phase of Program	Goals	Factors Creating Problems Involved In Attaining Goals	Plans For Attaining Goals
D. Health	D. Provision for maintaining health status at level which will insure ability to carry on necessary work, increase initiative, and ability to enjoy life at minimum cost	1. Low income 2. Lack of knowledge 3. False impressions	D. 1. Encourage winterizing houses (a) Banking to prevent freezing in cellar (b) Use of storm windows, storm doors; putty the windows 2. Help plan for adequate medical care and make allowance in home plan 3. Encourage increased use of varied diet 4. Advise concerning better school lunch 5. Secure assistance of Medical Officer, through regional office, in making further plans for health service 6. Continue cooperation with County Nursing Service and Welfare Board
E. Community educational and recreational activities	E. Provide for possible participation in constructive community activities, educational and recreational facilities, at minimum expenditure	E. 1. Transportation facilities and cost 2. Lack of desire for community activity 3. Groups have not been organized in some parts of community and families have been loath to request them	E. 1. Encourage attendance at and enrollment in extension, vocational, educational, PTA, and 4-H Club groups 2. Aid in organizing such groups 3. Encourage making games and toys at home

Phase of Program	Goals	Factors Creating Problems Involved In Attaining Goals	Plans for Attaining Goals
VI. MANAGEMENT	<p>E. VI. Attainment of families' ability to use resources, time, energy, and community facilities to end that they become self-sustaining. Development of skills essential to attaining this measure of managerial ability.</p>	<p>VI. 1. Limited experience and training</p> <p>2. Lack of drive and urge</p> <p>3. Previous lack of direction</p> <p>4. Poorly developed habits of resourcefulness and thrift.</p> <p>5. Lack of records to use as a basis for planning.</p> <p>6. Lack of information concerning available facilities</p> <p>7. Dependence on outside income</p> <p>8. Limited funds, equipment, and resources</p> <p>9. Lack of understanding of what constitutes improved practices</p>	<p>Continue helping families develop current farm and home plan, emphasizing budgeting of income and expenses</p> <p>2. Point out through the records they keep:</p> <p>(a) How to evaluate their performance as a basis for next plan</p> <p>(b) Need for increasing income, in order to reduce outside income required</p> <p>3. Supervision and guidance through:</p> <p>(a) Farm and home visits (use of field folder)</p> <p>(b) Family council and individual discussions</p> <p>(c) Farm visit reports, FSA-RR 19, as a constant follow-up in planning and performance</p> <p>(d) Grants supported by pledge of co-operation, requiring carrying out of certain specified tasks that are essential to their progress</p> <p>(e) Demonstrations, as aid in developing improved practices</p> <p>(f) Simple progress charts for measuring family's progress</p> <p>4. Focus attention on measures of progress, such as:</p> <p>(a) Increase in net worth</p> <p>(b) Greater self-sufficiency from farm</p> <p>(c) Reduced need for outside income</p> <p>(c) Improved family welfare</p>

KEY: X Concerted effort toward securing result or performing activity.
* Emphasis.
- Regular attention.

"COOPERATION AND ASSISTANCE REQUEST CHART"
(Prepared by Beltrami County, Minn., Personnel - 1940)

Agency or group	Activity	Personnel	Time of year
Regional and State FSA offices	1 Administration of project (Planning and execution of project activities)	Farm and Home Management Section	Each quarter
	2 Planning and supervision of new buildings	Construction Engineer	Whenever needed
	3 Debt adjustment	Debt Adjust- ment Section	Whenever problems arise
	4 Cooperative services	Chief coopera- tive services; State and regional	July
	5 Develop SRE loans	Technical farm appraiser	April - June
	6 Health	Medical officer	July
Agricultural Extension Division	1 Extension projects	Home Demon- stration Agent	August - December
	2 Demonstrations and meetings	County Agr.- Home Dem. Agent - Ext. Specialist	Entire year
	3 4-H Club	Home Dem. and Co. Agr. Agent - Co. 4-H Club Agent	Entire year
	4 Cooperation AAA	AAA County Committee	October - May
	5 Check land classification	County Land Use Committee	Entire year
State Health Dept.	1 Sanitation program	Sanitary En- gineer	May - June
District Health Unit	2 Wells		
County Nursing Serv.	3 Family health	County Nurse	All months
Univ. of Minnesota	Project analysis and Advisory activity	Dept. of Rural Sociology	Time determined by them
Local High Schools	Adult Education meetings	Agr. and Home Economics teachers	During school year
WPA	Establishment school hot lunches where needed	WPA Dist. Supervisor	July - September

(Continued)

"COOPERATION AND ASSISTANCE REQUEST CHART"
(Prepared by Beltrami County, Minn., Personnel - 1940)

Agency or group	Activity	Personnel	Time of year
SCC	Provision of surplus clothing and food where needed	Secretary of County Welfare Board	12 months of year
NYA	1 Certification of eligible youth to projects		
	2 Sanitation program Making of illustrative materials for use with borrowers	Area NYA Supervisor	Entire year
CCC	Enrollment of farm boys	County Welfare Executive Secretary	Enrollment - spring and fall
County Welfare Office	Cooperation on referrals of farm families	Secretary of County Welfare Board	12 months of year
Red Cross	Emergency problems	Chairman Red Cross Unit	Whenever problems arise
County Board	Consultation of general problems	County Commissioners	Whenever needed
Township Board	Consultation of general problems	Township Supervisors	Whenever needed

Table 1.- Statistical Data - Experimental Project 1938 - 1942

Item	Counties and States												
	: Ogle- :	: Bel- :	: San :	: Gray- :	: Thur- :	: Merc- :	: Total :						
	Laurens:thorpe:	Knox:trami:	Reynolds:Miguel	son :	Orange:ston	W. Va. :	all						
	: Ga. :	: Va. :	: Ky. :	: Minn. :	: Mo. :	: N. Mex. :	: Va. :	: Vt. :	: Wash. :	: W. Va. :	: Counties :		
No. families accepted 1938-1942	66	50	113	57	51	50	59	41	58	161	606		
No. active January 1, 1943	39	37	105	35	42	36	38	32	33	47	444		
No. paid up January 1, 1943	1	-	8	19	1	4	21	1	15	11	81		
No. dropped January 1, 1943	9	4	-	-	3	-	-	-	-	1	17		
No. collection only													
January 1, 1943	14	9	-	3	2	-	-	8	10	2	48		
No. transferred to other than experimental counties	3	-	-	-	3	10	-	-	-	-	16		
Total amount loaned 1938-1942 (dollars)	69,956	45,524	38,339	59,590	23,668	12,582	15,854	53,934	93,032	35,683	448,162		
Average amount loaned (dollars)	1,110	929	339	1,045	464	599	269	1,383	1,632	595	740		
Total repayments due (1938-1942 (dollars)	35,177	14,273	12,285	9,826	11,375	11,882	5,393	15,643	17,561	22,207	155,622		
Average repayment due (dollars)	567	297	112	179	223	700	95	505	344	390	257		
Total repayments made 1938-1942 (dollars)	27,656	9,020	17,325	19,756	9,574	11,910	8,542	12,110	27,818	18,303	162,014		
Average repayments made (dollars)	446	188	158	359	188	48	150	484	545	321	267		
Total amount of grants made (dollars): 1938-1942	20,510	27,257	38,454	60,431	37,011	32,559	7,653	29,684	48,416	13,376	315,351		
Average amount of grants (dollars)	311	593	350	1,099	726	651	134	873	931	248	520		
Grants made in 1938 (dollars)	-	575	-	-	-	-	-	-	300	-	875		
Grants made in 1939 (dollars)	12,550	12,490	7,565	5,388	6,935	11,867	3,540	4,256	6,730	4,185	75,506		
Grants made in 1940 (dollars)	3,449	5,618	13,065	23,273	7,610	9,256	2,979	6,654	19,618	6,799	98,321		
Grants made in 1941 (dollars)	2,496	1,814	10,321	22,393	12,849	7,984	928	9,537	18,538	1,435	88,305		
Grants made in 1942 (dollars)	2,015	6,760	7,503	9,377	9,618	3,442	206	9,237	3,230	957	52,345		

Table 1 (continued)

Item	Counties and States											
	:Ogle-:	:Bel-:	:San:	:Gray:Thur-:	:Total							
	:Laurens	:thorpe:Knox	:trami	: Reynolds:	:Orange:son	:ston	:Mercer					
	: Ga.	: Ga.	: Ky.	: Minn.	: Mo.	: N. Mex.	: Vt.	: Va.	: Wash.	: W. Va.	: Counties	
Number attendance at supervisory group meetings:												
1939	67	1,252	(1)	8	106	73	68	8	19	(1)	1,601	(2)
1940	220	1,927	(1)	50	124	65	152	29	75	(1)	2,642	(2)
1941	277	1,044	(1)	88	198	62	291	47	129	(1)	2,136	(2)
1942	121	211	(1)	101	206	89	566	30	95	(1)	1,419	(2)
Total 1939 - 1942	685	4,434	(1)	247	634	289	1,077	114	318	(1)	7,798	(2)
Number of farm and home visits by supervisors												
1938	(1)	-	(1)	7	21	-	7	-	62	1	98	(2)
1939	(1)	101	(1)	489	808	646	350	181	212	169	2,956	(2)
1940	(1)	129	(1)	553	958	602	358	393	528	261	3,782	(2)
1941	(1)	158	(1)	545	881	613	313	444	568	275	3,797	(2)
1942	(1)	188	(1)	430	414	635	274	424	398	189	2,952	(2)
Total 1938 - 1942	(1)	576	(1)	2,024	3,082	2,496	1,302	1,442	1,768	895	13,585	(2)
No. belonging to group medical association January 1, 1943	64	49	46	-	46	27	38	42	-	28	340	
No. belonging to one or more cooperative services other than Health January 1, 1943	64	5	88	23	29	46	33	31	50	31	400	

- (1) Data not available
 (2) Excluding two counties for which data is not available

Table 1 (Continued)

Item	Counties and States											
	Laurens : Ga.	Ogle- : Ga.	thorpe : Ga.	Knox : Ky.	Bel- : Minn.	Reynolds : Mo.	San : N. Mex.	Miguel : Vt.	Orange : Va.	Gray- : son : Wash.	Thurs- : ton : W. Va.	Total : all Counties
Total acres in farm												
Before	1,244	2,956	5,655	3,304	3,385	4,921	3,970	2,425	3,272	2,948	34,080	
1942	1,498	3,056	5,862	5,609	3,532	4,921	4,572	2,797	3,742	3,752	39,341	
Average acres in farm:												
Before	59	118	71	97	87	98	137	41	57	66	75	
1942	71	122	73	165	91	98	158	47	66	83	87	
Total acres cropland:												
Before	1,000	787	984	664	934	730	831	616	424	528	7,498	
1942	1,096	858	1,524	1,506	1,182	730	954	1,113	777	600	10,349	
Average acres cropland:												
Before	48	32	12	20	24	15	29	10	7	12	17	
1942	52	34	19	44	30	15	33	19	14	13	23	
Total assets												
Before	4,017	5,380	68,410	51,635	21,511	22,890	31,876	50,549	121,676	70,125	448,069	
1942	41,422	26,584	117,146	108,864	40,829	53,560	69,543	73,496	204,669	97,582	833,695	
Average assets												
Before	122	179	964	1,614	672	458	1,328	857	2,098	1,431	989	
1942	1,255	886	1,650	3,402	1,276	1,071	2,898	1,246	3,529	1,991	1,840	
Total liabilities												
Before	2,004	690	11,196	12,726	5,002	3,209	24,953	11,861	51,207	12,199	135,047	
1942	35,726	25,211	24,808	40,666	13,048	7,985	47,470	17,803	89,880	22,782	324,469	
Average liabilities												
Before	99	23	158	398	156	64	1,040	201	883	249	298	
1942	1,083	840	349	1,271	408	142	1,978	302	1,550	465	716	
Total net worth												
Before	2,083	4,690	57,214	38,909	16,509	19,681	6,923	38,688	70,469	57,926	313,092	
1942	5,696	1,373	92,338	68,198	27,781	46,475	22,073	55,693	114,739	74,800	509,216	
Average net worth												
Before	63	156	806	1,216	516	394	288	656	1,215	1,182	691	
1942	173	46	1,301	2,131	868	930	920	944	1,979	1,527	1,124	

Table 1 (Continued)

Item	Counties and States												Total all Counties
	Ogle- Laurens:	Ga.	Ky.	Bel- trami:	San Miguel :	Orange:	son :	Thur- ston :	Gray- son :	Wash.:	W. Va.		
Total gross cash income:													
Before (dollars)	2,606	4,076	3,843	16,920	13,860	6,790	16,816	14,523	41,394	17,774		168,602	
1942 (dollars)	5,518	11,137	59,970	29,083	22,705	41,360	32,001	20,956	84,241	27,304		334,275	
Average gross cash income:													
Before (dollars)	174	99	325	627	408	135	601	250	739	444		372	
1942 (dollars)	368	272	577	1,077	668	827	1,143	361	1,504	683		738	
Total gross cash income from crops and livestock:													
Before (dollars)	1,026	1,812	9,833	3,920	2,621	835	7,513	4,063	11,631	4,687		47,941	
1942 (dollars)	4,951	8,830	29,989	23,460	5,295	2,928	20,741	9,409	42,261	14,913		162,777	
Average gross cash income from crops and livestock:													
Before (dollars)	68	44	95	145	77	17	268	70	208	117		106	
1942 (dollars)	330	215	288	869	156	59	741	162	755	373		359	
Income from crops and livestock as percent of total:													
Before (dollars)	39	44	29	23	19	12	45	28	28	26		28	
1942 (dollars)	90	79	50	81	23	7	65	45	50	55		49	

Table 1 (Continued)

Item	Counties and States												Total all Counties
	: Ogle- : Ga.	: Knox : Ga.	: Ky. : Ga.	: Minn. : Ga.	: Bel- : Ga.	: San : Ga.	: Miguel : Ga.	: Orange : Ga.	: son : ton : Va. : Wash. : W. Va.	: Gray-Thurs- : Ga.	: Mercer : Ga.		
Total income from off farm work:													
Before	240	150	18	118	12,765	10,586	5,955	6,723	9,047	24,066	8,523	96,173	
1942	244	930	23,941	5,023	9,812	38,432	8,665	8,352	40,610	9,795	145,804		
Average income from off farm work:													
Before	16	4	174	473	311	119	240	156	430	213	212		
1942	16	22	230	186	289	769	309	144	725	245	322		
Total quarts canned:													
Before	2,450	686	19,054	5,462	5,152	344	2,942	13,659	14,353	11,859	75,861		
1942	20,368	7,742	47,983	10,372	13,492	15,509	10,896	20,499	21,922	18,081	186,864		
Average quarts canned:													
Before	49	25	176	176	152	7	113	244	246	297	167		
1942	424	277	444	335	397	310	419	366	378	452	413		

Table 2.- Off-farm employment of head of household by employment status and by major occupation and industry group
1942

Item	Counties and States											Total			
	Ogle- Laurens: Ga.	Bel- thorpe: Ga.	Ky. Ky.	Minn. Minn.	Mo. Mo.	N. Mex. N. Mex.	Wt. Wt.	Va. Va.	Grayson: Grayson:	Orange: Orange:	Thurston: Thurston:		Mercer: Mercer:	W. Va. W. Va.	Wash. Wash.
Skilled	2	1	2	4	1	12	26	2	14	3					67
Unskilled	-	8	779	11	38	14	2	32	22	31					237
Major occupation and industry group:															
Clerical	-	-	-	1	-	-	1	2	2	-					6
Farm laborer	-	-	5	2	10	6	6	4	-	7					40
Government	-	-	-	-	-	8	-	-	11	1					24
Defense	-	-	-	-	1	-	-	-	2	-					3
Military Service	-	-	-	-	-	-	-	-	-	-					
Public Emergency	-	-	-	-	-	-	-	-	-	-					
Work	-	4	-	-	-	-	-	12	-	4					20
Manufacturing	-	9	39	9	24	-	12	9	13	14					129
Mining	-	13	13	-	-	12	-	6	2	2					35
Transportation	-	-	18	2	2	-	8	1	6	4					41
Utilities	-	-	-	1	-	-	-	-	-	2					3
Other	-	-	-	-	2	-	1	-	-	-					3
Total	2	9	81	15	39	26	28	34	36	34					304

Table 3.- Off-farm employment and other related data - 1942

Item	Counties and States										Total all Counties
	Laurens Ga.	Ogle- thorpe Ga.	Bel- trami Ky.	Reynolds Mo.	San Miguel N. Mex.	Orange Vt.	Gray- son Va.	Thurs- ton Wash.	Mercer W. Va.		
Total reporting off farm work	2	9	81	15	54	29	33	36	34	330	
Total days worked	392	488	7,026	723	3,928	2,644	5,843	7,060	2,791	334,299	
Average days worked	196	54	87	48	73	91	177	196	82	104	
Total earnings (dollars)	2,230	955	24,368	4,279	15,950	9,751	12,698	36,210	9,723	126,976	
Average earnings (dollars)	1,115	106	301	285	295	336	385	1,006	286	385	
Number of commuters	-	8	34	11	-	26	25	24	27	192	
Average miles commuted	-	(1)	12	4	-	(1)	6	7	4	37	
Number families remaining on farms	2	9	65	15	46	28	32	30	33	291	
Number farms still operated by family and/or head	2	9	64	15	38	28	32	23	32	282	
Disposition of farm	-	-	-	-	-	-	-	1	-	6	
Sold	-	-	6	-	-	-	-	1	1	8	
Rented	-	-	9	-	8	1	-	3	-	22	
Keeping to return to later	-	-	1	-	-	-	1	1	-	3	
Reverted back to landlord	13	9	18	10	16	12	5	16	17	127	
Number of members other than head who have left home to enter:	-	1	10	2	28	2	8	22	2	85	
Military services	3	-	25	2	7	3	9	12	8	92	
Industry											
Other											

(1) Data not available

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